DOCUMENT RESUME

ED 190 972 CG 014 626

AUTHOR Joyce, Bruce, Ed.: And Others
TITLE In Service of Youth: New Roles in the Governance of Teacher Education. The Youth Advocacy Projects of Teacher Corps.
INSTITUTION Vermont Univ., Burlington. Teacher Corps Youth Advocacy Loop.
SPONS AGENCY Office of Education (DHEW), Washington, D.C. Teacher Corps.
PUB DATE 80
NOTE 131p.: For related documents see CG 014 625-27.

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS *Discipline: Elementary Secondary Education: *Institutional Cooperation: *Nontraditional Education: Program Descriptions: Program Evaluation: *School Community Programs: School Community Relationship: *State Programs: Youth: Youth Problems: *Youth Programs
IDENTIFIERS *Teacher Corps

ABSTRACT

This book describes the efforts of 10 state projects, funded by the Youth Advocacy Projects of the Teacher Corps, which brought students, teachers, school administrators, community members, youth service agencies, state education officials, and university personnel together to create more effective services for troubled youth. The first two chapters focus on the nature of the projects, their working hypotheses, and the use of community-based education programs for youth. The program design, goals, structure, and skill-building components of each project are presented in detail. The evaluation results across all projects are reviewed in an examination of the governance structure, social organization, emerging role relationships, training modes, and delivery systems. (Author/HLM)

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ED190972

IN SERVICE OF YOUTH

New Roles in the Governance of Teacher Education

THE YOUTH ADVOCACY PROJECTS OF TEACHER CORPS

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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CG 014626

The Association of Teacher Educators

Printed by
Consolidated Publications Inc.
Palo Alto, California
1980

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The Service of Youth

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FOREWORD

The Teacher Corps has been on a 14 year quest in search of new and better ways to improve American teacher education and American schools. People and projects have stepped in and out of that journey. They have changed Teacher Corps and have been affected by the experience. Teacher Corps has evolved from two-year programs creating new approaches to preservice education to complex five-year integrated preservice and inservice programs which have responsibility for testing and demonstrating innovations. This most recent direction in program development seeks to generate equal partner collaboration in planning, program design and operation; and the sharing and institutionalization of planning processes that make universities, schools and communities better places for children and youth to learn and grow.

Just as the Corps' humanistic approach to learning supports the whole child, likewise its collaborative approach to the systems of related agencies strengthens the organizations that must support each other if children are finally to benefit. These are ambitious themes and their fulfillment is not possible without a basic human commitment to the individual child, trust among professionals and adults, and the careful resolution of conflicts into productive collaboration.

The Youth Advocacy projects of Teacher Corps have sought to extend the concept of collaboration among agencies by including the social service agencies that attempt to serve youth with the most serious learning and behavioral problems. The approach of such agencies adds a new dimension to the existing three-way, community-school-college, Teacher Corps partnership. The result is a powerful network of professionals and others no longer isolated from one another, but working together to solve some of the most serious social problems of out time.

Out experience with school-community-college relationships in all Teacher Corps programs tells us that the process of making collaboration work is incredibly complex and delicate. It involves the negotiation of goals and expectations on at least four levels: the local community, the association of youth advocacy projects, the state leadership domain, and in federal leadership circles. The expectations for program goals and development may be slightly different as we proceed from level to level. The modulation of the difference becomes a process whereby the goals and values of the people involved in the project are honored and meshed with one another. New networks are born and new roles for people are developed.

We often learn the most about how to make collaboration work from events that are unplanned and sometimes costly. It is within the framework of self

study that this monograph, which focuses on the development of new roles for adults and youth through collaborative governance, is written. It provides yet another intermediate chapter in the evolution of Teacher Corps. We are thankful to and for the many people in the field who are the Teacher Corps family.

William L. Smith
Director, Teacher Corps

PREFACE

For half a decade now I have been the coordinator of the project between Teacher Corps and the Youth Advocacy Projects Loop and during that time have been responsible for maintaining the relationship between the legislative intent of Teacher Corps and this organization of Projects which represent such a unique configuration within the more than 120 projects which presently constitute the National Teacher Corps Program. The relationship of coordinator to project is delicate and interesting. It is delicate because we wish the projects to succeed—to see the investment of public funds carry out the will of the people. In addition, the Office of Juvenile Justice and Deliquency Prevention of the Department of Justice has contributed resources and supported the development of a considerable part of the theory from which these projects operate. Both agencies, Teacher Corps and the Department of Justice, have expected that their projects would implement what is considered to be the best practices by present standards and, more than that, to experiment with the ideas that will lead us beyond where we are to new and more powerful solutions to the problems of our society. That this organization has reached beyond guidelines to fulfill our hopes is illustrated in the activity of the Youth Development Task Force which brought together a group of the best practitioner-theoreticians in the area of their work and has helped to fashion the guidelines which they use for involving youth in the planning of their own education.

We are at an exciting time both in the history of education and in the promotion of justice and opportunity for our most troubled youth. It is exciting to be one of the contributors working with these fine leaders to build better ideas and make them live in practice.

Clarence Walker

INTRODUCTION

The LOOP's Youth Development Task Force, as part of its efforts during the past year, engaged in a broad study of Governance in the ten Youth Advocacy projects. We thought this would be particularly germane since the majority of projects were in the first year of a five year program. We were particularly interested in looking at collaboration, interface, and emerging new roles for youth and adults. This monograph is the result of that effort.

We employed several different approaches in our study. First of all, we decided to gather perceptual data across all projects. Those questioned included school personnel, students, higher educational personnel, youth serving agency personnel, and community members. We used a modified version of questionnaires developed for the Urban/Rural study. These data were analyzed and are reported by H. W. Meyers in Chapter 13. We see this data being used in several different ways. It will help individual projects in their analysis of project Governance. It will serve as baseline data enabling us to assess progress over time during the life of the projects. Finally, it can be useful to others interested in Collaborative Governance between and among institutions and agencies. This is especially true for those interested in opening their governance structures to promote functional parity for adults and youth.

Secondly, we did not wish to lose the richness and uniqueness of each of the ten projects in their response to contextual difference. To capture this, we asked each project to write a descriptive study detailing governance structures, project setting and strategies employed in moving toward stated goals. Henrietta Schwartz was asked to summarize these studies in terms of commonalities and uniqueness. This summary with suggestions for future efforts is contained in Chapter 14.

Thirdly, all ten projects met in conference to discuss the results and findings from the questionnaire data and the descriptive case studies. This was a very productive ideational interchange with discussion of future efforts and outreach activities. One result was the identified need to look at the influence of community-based education and the role students can play as active participants in community efforts. Chapter 2 speaks specifically to this influence and is written by the LOOP's Executive Secretary, Vivienne Williams. Another aspect of our conference was the presentation by local projects of what they were doing in governance. The Oakland/Farmington project's presentation of their individual study of of attendance and participation patterns for members of their planning task forces is included in Chapter 15.

To ease you into this rich repository of qualitative and descriptive data, we decided to give you background information about Teacher Corps and its

national effort as well as the particular programmative thrust of Youth Advocacy projects. This information is contained in Chapter One.

On behalf of the Task Force members, Mae Christian, Richard Simms, Katy Maddox and myself, I would like to thank all of you who have contributed to this monograph. Your efforts have made this effort possible. We especially want to thank those who filled out questionnaires, wrote project studies, analyzed this material and edited it to its present form.

We hope that some of their vision, dedication and commitment comes through and is contagious. We especially hope that this is true for we believe that together we can make a difference as we engage in collaborative governance with new and more meaningful roles for adults and youth. We can break down alienation and provide more efficacy and power within our systems. This will insure that what we do is more effective in improving what we do for Troubled Youth. It is a big task but it can be accomplished in Collaboration.

Jacqueline Lougheed, Chairperson
Youth Development Task Force

PART I

Theme of the Projects

CHAPTER ONE

THE YOUTH ADVOCACY PROJECTS OF TEACHER CORPS: WHAT THEY ARE AND WHAT THEY ATTEMPT

by H. W. Meyers and Bruce Joyce

The content of this book represents the efforts of ten projects which bring together students, teachers, school administrators, community members, youth service agencies, state education officials and university personnel to create more effective services for some of the more troubled youth in the society. The projects are in:

Arizona
Colorado
Georgia
Indiana
Maine
Maryland
Michigan
Vermont
West Virginia
Texas

The staffs of these projects have worked together to develop a community in which they can exchange ideas and share their experiences. All of these projects prepare preservice teacher candidates to take their place as specialists in working with troubled youth in some of the nation's most troubled schools. All focus on particular schools with their high concentrations of youth who are "acting out" problems which are not theirs uniquely but which they share with all young people today. They all provide inservice education in those schools. Each works with residential homes for children whose lives are severely disrupted and/or have been ordered there by the courts. Each attempts to create teams of people who can work with students to build a more integrated and life-relevant education which hopefully will turn troubled feelings into productive energy. Each works with students whose social situation is in such a state of breakdown that they have no place to go and with students who have become wards of the courts and who need assistance through the dislocating process by which they are incarcerated and subsequently returned to their communities and schools. In the sharing process of the Youth Advocacy Loop, the projects have told their stories to one another and shared research conducted in each site. In addition, they have generated research across sites especially to explore the collaborative process and to get information which will help them understand their uniqueness and regularities.

The first chapter describes the problem area and the nature of the projects and the theses which they operate on to create their programs. The second chapter describes the thrust toward "community-based education" which is one of the major kinds of education promoted for both troubled and untroubled youth. The following ten chapters tell the stories of particular projects. The final chapters describe results of some of the investigations they have generated and reflect on the common experience.

Focus

The ten "Youth Advocacy" projects which are described in this monograph constitute a variation of the National Teacher Corps Program which was created to improve the education of some of society's most troubled young people. The population to be served consists of students who for one reason or another are in conflict with the social system of their schools, communities, or the law. Some of them have been disruptive in school. Others have violated statutes of their states. Some simply live in such extremes of poverty and social breakdown that their young lives have been seriously disrupted — they literally have no home. Many are wards of the juvenile courts.

Schools have had great difficulty generating adequate life-relevant programs for these children. Some of them shuttle between residential homes and their neighborhoods. Their academic programs are frequently chaotic. To begin with, socially troubled youth often have severe academic problems. These problems are accentuated by their movement in and out of school. They are shuttled back and forth between custodial institutions and neighborhood educational institutions. Increasingly they become disheartened about preparation for jobs. Frequently labelled as trouble-makers, with poor academic records and little skill training, living in a fragile and unsupportive social context, they have little to look forward to. It is to break this vicious cycle that is the objective of the Youth Advocacy Projects. These youth start life in social conditions which make it extremely difficult for them to adapt to the traditional programs of social institutions, especially the school. The schools react and they feel punished and even more miserable than before. Out of this misery comes anger and the anger is directed toward the social institutions which they quite naturally see as the enemy. The institutions react to defend themselves and they find themselves in even more restrictive social institutions and with an even more disrupted academic program. They react in greater anger and so the cycle continues. This monograph is dedicated to the proposition that we will break that cycle and bring together agencies and students in ways that will change both people and institutions. Our objective is to ensure that the environment in which these students live will lead to a productive future. Correspondingly, the results should be that the institutions become more productive not only for the students but for their members as well.

The projects are organized around a series of working hypotheses rooted partly in the knowledge of children, partly in the knowledge of the nature of the social institutions, and partly in educational theory.

Working Hypothesis #1

The first hypothesis is that we can take an optimistic view of human nature. Inside of these apparently disruptive and angry students there is a "good person" struggling to get out. Inside of the apparently rigid institutions are good people struggling to live more productive lives.

The ingredients for success reside in the humanity of these students, their teachers and other helpers in the community.

Working Hypothesis #2

The key for breaking the cycle resides less in fresh resources than in collaboration. The courts, the community, the teachers, the case workers, the clinical psychologists working in the residential homes, and most of all the students have to work together to plan and bring into existence a very different kind of social order and very different educational environments than presently exist.

Working Hypothesis #3

Parliamentary arrangements for governance are important but insufficient. What we call "structural parity:" (formal governance structures) is only the beginning. It is "process parity" (true interactive equality) that will make the difference. The collaboration has to be a real one. The students have to be full participants. Agencies have to give up their protection of turf and seek growth through collaboration instead of proprietariness. The leaders of the institution have to accept that the present form of their agency may not be the form that should exist forever and the protection of turf is less important than the creation of alternative institutional forms. The educational programs that result will be different and students, teachers, and others will be different people as a result of process as well as program.

Working Hypothesis #4

Tailored educational programs will result. Laboring in the midst of his alienation and anger, these students have more than average difficulty relating to the programs of their social institutions. They often feel punished and abandoned.

Similarly the persons in the institutions feel threatened by confrontation. We take the view that the avenue of change is not force but education. Force will breed greater anger, disruption, and alienation. The students will be lost to us and ourselves, we will all be diminished as a result. For such students to find satisfying education requires the generation of an environment which puts each student center stage in socially responsible context. The patterns of anger and misery, while they have demographic regularities, are unique to each individual. Educational programs must become more diverse rather than more standard if these individuals are to find productive channels. We are confident that each school will be benefitted by creating personalistic education and bringing about the amount of participation by students that it requires. These students represent levels of alienation and anger that many more acquiescent students also feel. It is from them that we can learn much about the students who

are not labelled disruptive but are seen as conforming and channelled. They will be our tutors as we seek to understand all youth, and educational programs that are productive for them will be models of the programs for all.

TEACHER CORPS

The Youth Advocacy Projects operate within the basic structure outlined in the regulations that govern the funding of all Teacher Corps Projects.

The original legislation contained a model for teacher education. This model was partly explicit and partly implicit. Explicitly, it provided for a longer period of teacher preparation than had previously been the case. The teacher candidate would spend a full two years learning his or her trade, approximately *four times* the length of instruction provided in the average teacher preparation curriculum.

In addition, experienced teachers would be freed to work as leaders of teams of interns (one experienced teacher for each four interns). These teachers would be released from their teaching assignments to provide their experience to the interns. Thus, in the first ten years of Teachers Corps' existence, if a project contained thirty-two interns there would be eight team leaders providing services to them.

The Teacher Corps regulations also provided that Teacher Corps Projects would focus on a relatively small number of "target" schools. This concentration of effort was intended to promote the development of effective school improvement programs. Thus, the preservice interns would not simply be socialized to the existing forms of education but would participate in efforts to improve schooling.

In 1974, changes in the legislation reduced the number of interns to one team of four per project (with one team leader) and simultaneously expanded the inservice efforts. The attempt to focus on relatively few schools (preferably one) within any one project was maintained. In addition, the position of community coordinator was developed and a budget was allotted for community-based activities. Projects began to develop steering committees, combining representatives from the higher education institution, the state education agency teachers, the team leader and community coordinator.

The Teacher Corps Program is authorized under Title V of the Higher Education Act of 1965 (P.L. 93-380 amended 1974 and 1976). Title V, Part B., Subpart 1 deals specifically with Teacher Corps. The specific purpose of the Teacher Corps Program is ". . . to strengthen the educational opportunities available to children in schools having concentrations of low-income families and to encourage colleges and universities to broaden their programs of teacher preparation and encourage institutions of higher education and local educational agencies to improve programs of training and retraining for teachers and teacher aides by:

(1) Attracting and training qualified teachers who will be made available to local educational agencies for teaching in such areas;

(2) Attracting and training inexperienced teacher-interns who will be made available for teaching and inservice training;
(3) Attracting volunteers to service as part-time tutors or full-time instructional assistants in programs carried out by local educational agencies and institutions of higher education serving such areas;
(4) Attracting and training educational personnel to provide relevant remedial, basic, and secondary educational training, including literacy and communication skills for juvenile delinquents, youth offenders, and adult criminal offenders;
(5) Supporting demonstration projects for retraining experienced teachers and teacher aides serving in local educational agencies."

The most recent Teacher Corps Rules and Regulations published in the Federal Register on February 23, 1978 included four outcomes:
(1) Improved school climate which fosters the learning of children from low income families.
(2) An improved educational personnel development system for persons who serve or who are preparing to serve in schools for children of low income families.
(3) The continuation of educational improvements (including products, processes and practices) made as a result of the project, after Federal funding ends.
(4) The adoption or adaptation of those educational improvements by other educational agencies and institutions.

The key program features stated in these Rules and Regulations include:
(1) Education that is multi-cultural
(2) Diagnostic/Prescriptive Teaching
(3) Integrated Pre and Inservice Training Designs
(4) Community-Based Education

Teacher project operations are characterized by:
(1) An elected Community Council
(2) A representative Policy Board
(3) A collaborative mode of operation involving the associated institutions, communities and other vested-interest groups.

The Program has four major phases which overlap to some extent
(1) Year I - Developmental Activities
(2) Years II and III - Operational Activities (pre and inservice training)
(3) Year IV - Institutionalization Activities
(4) Year V - Adaptation of program features by schools, universities and other educational agencies.

The organization of a typical Teacher Corps project in the field usually includes at least one but not more than four schools (elementary schools must be Title I eligible) comprising a feeder system; a team of four teacher-interns and one experienced team leader; an elected community council having at least seven members; one or more institutions of higher education; one or more local education agencies (State Education Agencies may also be involved in training Teacher Corps members and in project matters relating to the improvement of state teacher certification); and other institutions and agencies such as correctional institutions, teacher organizations, professional associations, social service agencies, and students.

Given that eighty projects were funded beginning in the spring of 1978 and fifty-one more were funded in the spring of 1979, all for a five-year period, the objectives of dissemination, demonstration, and institutionalization represent a major attempt to have a long-lasting impact on inservice and preservice education throughout the United States.

The Youth Advocacy Projects work within Teacher Corps' guidelines. Like the other projects they represent coalitions of school districts, higher education institutions, and the community. Their purpose is to improve the education of children through coalitions which are also responsible for demonstrating and disseminating the new procedures which they develop and institutionalizing them in the agencies that are brought together.

YOUTH ADVOCACY: THE TEACHER CORPS ALTERNATIVE

Should the school be "life-related" and seek to alleviate social problems or should it concentrate on academic knowledge and leave social activism to other institutions? As early as the sixteenth century Comenius argued that schooling was being separated from the lives of children. When the "common school" was established in America in the early 1800s the issue of how broadly the school should relate to social needs became sharpened, and the debate has continued since.

Whereas the problem of life relevance was once a matter of trying to keep the school from becoming excessively isolated, it is now a matter of coping with the social problems that have burst into the school and threaten to dominate it. Schools now encounter society's problems not as a reflection of the community but embodied in sub-cultures of students that powerfully affect how and what teachers are able to teach.

> "When the climate of a school goes sour we spend the majority of our time and energy just trying to keep the lid on. Students become fearful and angry, and very little that would pass for education takes place within these walls."[1]

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[1]A quote from a public school principal in "Proceedings: Principals' Training Conference, Disruption and Violence in the Schools," April 1979. H.W. Meyers.

The problems of society—alienation, family breakdown, crime—are breaking down the barrier. Yet the formal structure to meet those problems has not been developed. Churches, mental health agencies, law enforcement and rehabilitation are increasingly aware that the policy and practice which separates them from education makes the job of supporting a better quality of life more difficult and expensive.

In Vermont, for example, House Bill 560, passed during 1978, establishes the residency for purposes of funding educational problems in the student's home district, regardless of whether or not the child is a ward of the state. If, because of residence in a group or foster home located outside the district, or for other reasons the youth cannot attend the home school, the home school district must pay for the cost of the child or youth's education. One impact of this legislation, now passed or pending in many other states, wil be either greater cooperation between schools and agencies or costly duplication of services.

For America, then, the conditions are developing that will surely bring together the teachers of the schools and the staff of other social institutions in a common effort to create a better society. This effort will be in part by choice and in part by necessity. During the last twenty years there have been a number of efforts in educational and other institutions for this collaboration. (Alternative Schools, the Urban/Rural Project, the new Title III of the Elementary and Secondary Education Act, Alcohol and Drug Abuse programs). The Youth Advocacy Projects of Teacher Corps are another such effort.

Collaboration Through Teacher Corps

The Teacher Corps, through its ten Youth Advocacy projects has attempted to create a partnership among schools, social agencies, community consumers of education and social services, and higher education. It is the goal of creating better education and social service programs for children and youth through collaboration (and without duplication of effort or conflict) that distinguishes Teacher Corps.

Why Teacher Corps?

Building collaboration requires commitment, skill, and nurturance. Competition for resources that are the life blood of institutions is intense. Collaboration that surfaces duplication and conflict is a hazardous enterprise. Agencies such as law enforcement, drug rehabilitation, and mental health have often tried unsuccessfully to gain access to public schools. Schools have tried to affect the policies of other social institutions without success. Relationships have deteriorated during the past three decades to the point where court decisions have begun to be the principal form of mutual influence. Courts have caused schools to desegregate and both schools and agencies to be enjoined from labelling people as sick or incompetent.

The vision of cooperation among service deliverers of all types and consumers has persisted through thirteen years of the Teacher Corps experience. In the

partnership among higher education, agencies, schools and communities, each partner brings unique qualities and contributions to the enterprise:

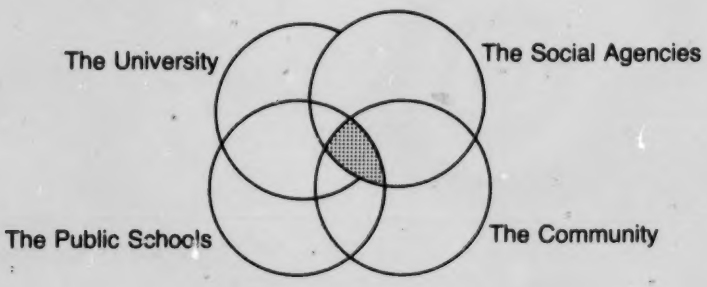
Higher Education	— Skills and knowledge of training and research
Agencies	— Skill and access to society at large
Schools	— Skill, facilities and location in and knowledge of the community
Communities	— The reality test of cost and benefit

In the brief history of Teacher Corps exemplars of successful collaboration have emerged and lessons have been learned about how best to achieve the goal of creating better opportunities for children and youth.

Lessons have been learned in at least four important areas of collaboration:
— The structure and processes of collaboration
— Strategies for involving youth in decision making
— The identification of children and youth in need of help
— The art of humane program management

The Structure and Process of Collaboration

Collaboration in the governance of Youth Advocacy projects is defined by the concepts of structural and process parity. In this context structural parity means representation on the primary governing board, the policy board, for each of the collaborating institutions and consumer groups. Structural parity is symbolized in the diagram below by four circles of equal size that converge at a point which symbolizes project governance.



When process parity occurs, each collaborator is represented in the planning and evaluation to the extent such a way that the collaborator is affected by the project outcomes. For example, a training activity primarily benefiting teachers

is planned and evaluated principally by teachers, while other groups are represented commensurate with their interest in the outcome. Service and training components are developed so as to preserve the identity and interest of each collaborator while supporting the negotiation of a limited amount of resources.

Project Studies

Self study as a process of formative evaluation is part of all Teacher Corps project designs, and formative data is to be shared among professional staff and the lay public. As the 10 Youth Advocacy projects regularly met to share strategies, successes and failures, they developed a way of studying themselves and sharing findings that could result in better projects. As sharing became more formalized the process resulted in summaries of problems encountered and lessons learned.

Projects have sought to establish several balanced levels of governance. They typically assign broad policy decisions to a relatively small (few in number) policy board which is structurally representive of program interests. A second level of project governance occurs as training program components for teachers, social service personnel, higher education personnel or parents are planned and developed. The emphasis at this level is towards process parity, while retaining some elements of structural parity to assure that concerned agencies are represented. In the most complex projects a third level of governance may be reached—small committees that are charged with the implementation of program activities. The emphasis in these groups is typically towards process parity.

The central idea is to create a program culture in which governance and collaboration are the dominant norms. To develop the program cultures requires time for nurturance and development. Clearly, programs experience periods of fermentation and change.[2] (This observation is consistent with the experience of the Urban/Rural Project[3] in 1978, namely that it seemed to take two years to establish collaboration between members of the community and schools.) Another lesson from the project studies is that *it probably takes much longer to establish real collaboration with the addition of social agencies and higher education to schools and communities.*

Collaboration in governance of a program common to teachers, social science personnel, higher education personnel and parents is in part a natural outcome of maintaining contact among the collaborators, but it is only partly that. Project studies reveal that *provision must be made for training in the skills and knowledge areas associated with successful programs and for the selection*

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[2]Schwartz, Henrietta, "Analysis of Project Studies," unpublished paper given at the Youth Advocacy Projects Conference, April 1979.

[3]*Involvement: A Study of Shared Governance of Teacher Education*, Joyce, Bruce, ed. National Dissemination Center, Syracuse University, Syracuse, New York, 1978, pp. 18-20.

of personnel who have a basic understanding of the dynamics of collaboration. The skills of negotiation and positive human interaction can be learned by the collaborators but assistance is important. These skills seem best learned to the extent that people are afforded the opportunity to design and monitor their own training experiences. *The most relevant knowledge areas to emerge, and the ones most used by the Youth Advocacy projects, are organizational theory and networking.* These areas of training have provided individuals from diverse organizations and communities with a perspective that transcends their own reference groups.

As projects studied the skills and backgrounds of program managers and support personnel they found a diverse group of individuals. Most were educated in the social sciences or humanities, and in teacher education, but all have in common the ability to analyze and facilitate human interaction. Most have demonstrated these abilities long before their association with the Youth Advocacy projects.

Strategies for Involving Youth in Decision Making:

A common element in the project studies is the commitment to a growth and development model for change in institutions and individuals. The growth and development approach that emerges in each of the Youth Advocacy projects does not deny the fact that there are institutions and individuals, children, youth and adults, that at times must be restrained to prevent them from injuring themselves or other members of society. It does, however, emphasize the nurturance of growth, a natural human process wherein manipulation should be minimized. These principles have been implemented through activities supported mutually by schools, social agencies, higher education and the communities. Activities include the development of decision-making curriculum; positive peer culture programs in institutions and communities; peer tutoring and peer counseling programs; and a variety of youth planned and youth implemented activities and projects. All of these strategies supported and developed by Youth Advocacy projects have sought to demonstrate the value of rational decision-making by youth and adults.

In the process of developing these programs there has been a continuing dialogue among the projects about the nature and extent to which children and youth ought to be independent decision makers on issues which affect their lives.[4] *Although the themes are the same, the norms, values and expectations of people who are involved in collaboration reflect differences in local conditions.* For example, some projects have managed almost complete student involvement in decision making and action, while others have a more limited student decision making role with larger levels of guidance and control from adults.

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[4] Lougheed, J. and Friedman, J., "Student Initiated Activites: History and Present Status," in *Student Initiated Activities: A Strategy on Youth Advocacy*. Teacher Corps Youth Advocacy Loop, University of Vermont, 1978, p. 20.

Projects have observed that positive changes in attitude and behavior using the growth and development approach are usually more difficult to achieve, take more time, and, seem more expensive in the short run. However, the changes resulting from the developmental approach appear to be long lasting and to engender effects that go beyond the content of the specific training activities. The laborious and expensive planning and training necessary to implement a peer counseling program is likely to affect the climate of an entire institution as well as achieve the immediate benefits of the peer counseling itself. The improvement in climate may also help prevent the conditions that might promote acting out behavior which requires more short term control measures.

Several specific areas appear to be especially important for training:

Skill and knowlege in:
— Counseling and human relations
— Development theory (including adult development)
— A variety of models for strategies for teaching
— Diagnosis of learning styles and individual differences
— Planning and group dynamics

The experience of the Youth Advocacy projects demonstrates that as *programs develop, people perceive the need for learning new skills, acquiring new knowledge and will participate in this training together.*

The Identification of Children and Youth in Need of Help

The helping professions have known for years that clients must be ready and willing to receive help before it is of any value. Much of the reform legislation in special education at state and federal level and attempts made by federal and state agencies to deinstitutionalize clients in the mental health and corrections systems are supported by the research and logic on the negative effects of negative labelling.

Negative labels will be attached to individuals who deviate in significant ways from societal norms. *Youth Advocacy projects have discovered that when people in the helping professions and in communities confirm these labels, they pass judgment upon individuals and thus are handicapped themselves in the process of helping.* In taking this position, programs realize that the issue of labelling is many sided. Funding is available to these collaborative projects in order to carry out a political-social mandate, that of "developing, attracting, training, and retraining educational and related personnel who will provide relevant remedial basic and secondary educational training for pre-delinquents, juvenile delinquents and juvenile offenders." If funding is to be justified, "body counts" must be made in order to demonstrate that the "target population" does in fact exist. Some of the labels, namely delinquent, neglected, unmanageable, may be legal terms involving the process of adjudication. Other labels, namely, disruptive, pre-delinquent, and troubled youth are less defini-

tive and involve no socially sanctioned process for labelling. In view of this situation, it is no coincidence that project studies reveal no common definition for the term "troubled youth." *To arrive at, publish and operationalize such a definition, (even a definition that describes the range of variability) would be antithetical to the human growth and development approach described earlier.*

The Art of Humane Program Management

As the Youth Advocacy Projects studied themselves, two management principles emerged as commonalities among the ten projects. *The first principle is a striving for clarity with respect to roles and function within each project.* The sometimes elaborate organizational charts and the somewhat detailed role descriptions which are part of each project plan are two aspects of the attempt to provide a secure environment within which collaboration might be nurtured. While projects acknowledge that the detail of charts and descriptions does not always match the reality concerning how decisions are made, communications flow, and what people actually do, they do serve as a grounding for modification and as protection for individuals.

Collaboration by its very nature engenders the creation of new roles and new functions for adults and youth. This occurs when, as resources are shared, the temporary support for acting in a new way becomes available. Thus, a teacher may become a consultant to or a member of a case planning and review team for a social service agency; a probation officer or social worker becomes a counselor; a group home staff member acquires a repertoire of teaching skills and provides basic education for the youth's transition from a group home to the public school; a school principal becomes a more active leader in facilitating cooperation between agencies, the school and community; youth become active participants in the design of their educational experiences.

The assumption of new roles by adults and youth involves risk. *The second principle is the reduction of risk to individuals.* This reduction occurs best in a climate of openness and trust and a high level of tolerance when mistakes are made and deadlines go unmet. People associated with Youth Advocacy projects have learned of the direct relationship between these qualities, the success of program activities and the long term impact of the project.

A lesson learned from the project studies, is that the *feelings, attitudes and behaviors which support principles of humane program management serve as a* powerful model to all individuals who are served by or connected with the program *as it develops over time.*

THE IMPORTANCE OF THE LESSONS

The involvement of diverse groups of individuals in the solution of complex problems is not a new idea. In times of war and national crisis intelligence is gathered and technology is advanced by teams of people whose skills and backgrounds are varied and limited only by imagination. There is a sense in this land of a national crisis of confidence in the institutions of society and in the

society's leadership. Collaboration by human service professionals and communities may not be the magic by which these crises are ended, but it may be close.

CHAPTER TWO

COMMUNITY BASED EDUCATION

by Vivienne Williams

. . . Vivienne Williams describes the approach which has become known as "community-based education." Community members, education professionals and students work together to give and receive services and to solve social problems. The line between the community and the school gradually disappears and energies are mingled to create programs of mutual benefit . . .

HISTORY

The education reformers of the nineteenth century, especially Horace Mann and George Barnard, believed that the most powerful approach to the education of youth was to involve them as fully as possible in the life of their community and in planning their preparation to become citizens. During their attempts to reform the juvenile institutions of the day, both Mann and Barnard strove mightily to maintain a position in which the student was regarded as a friend of the system and the system as a friend of the student. John Dewey espoused a similar stance—*that the role of the school was to bring together the youthful and the mature in a communal quest to improve the society–to experiment with personal and social life and draw on the social sciences and other scholarly areas to inform the collective choices that had to be made under a democratic system.*

EVOLUTION

Today, the movement toward increased community-based education brings a re-emphasis to the theme of collaboration between the elements of the organized society and the students who are to be educated. Many of the disruptive youth of our time are in reaction against the formalization of education and its separation from natural life processes. There is great tension between young people and the teachers and administrators who operate educational programs. In addition, the very nature of the institution of the school separates the educational practitioner from persons working in government, business, and industry so that the vital stirrings of many segments of the society are separated from the lives of children in the school.

Community-based education seeks to accomplish three things: one is the continued outreach of the school into its community so that the barriers between them become less and the flow of energy from educators and the institutions surrounding education are mixed and synergized. Second, is to make it more possible for the schools to draw on the energy of the community and utilize their resources so that the pulsing streams of life in the society become a part of the lives of children within the school. Third is to find more opportunities for service so that educational professionals and children can work together to try

to benefit the other members of society. The community-based education movement builds on the needs of the people of this society to become more involved not only in making decisions about the kind of education that will be offered, but in the process itself. Thus, collaboration and decision making between education professionals, community members and students has become one of its major themes. A corollary view is that the inherent dignity of the individual in the society resides in youth as well as in adult. Youth need help to secure opportunity to help determine major portions of their education and to obtain the skills that they need to make their way in society.

To achieve freedom, independence and the free exercise of individual initiative in planning and managing their own lives youth need to be afforded the opportunity for full participation in the social structure of the community. The community-based education movement holds that students are never too young to be full participants both in the planning of their own education and as participants in determining the directions of the society and their country's growth and development. To plan *for* youth is virtually impossible. To plan with young people is both easy and delightful. If we take the view that our task is to remedy youth's problems—providing instruction in drugs, alcohol, and anti-social behavior, we will miss the greatest force that can be involved in their education—namely their own desire to become self-actualizing, participating members of the community.

To implement this position is not easy. Youth who are troubled can be very difficult to work with. However, a pessimistic view—that students *cannot* participate in their own education—leads only to a tug of war between children, adults, and schools. Paternalism will be reacted to and overprotection leads to a loss of opportunity to take responsibility.

Because of its role as a social model the school is the second most significant social institution (next only to the family) in socializing young people to participate in society. For those students who live in families whose structure is weakened, the school is even more important. For these students, the community and other institutions outside the home present the most likely base for building a forward-looking education. For children whose homes are troubled the social solidarity of a strong community and school may be essential to provide the models for behavior and the stability to permit them to mature with a reasonable base of security and comfort. Other nations have provided us with important models for what we can do. In some African countries school children work together to help their younger students learn to read and count. Within Kubbutzim adults and youth labor side by side, dividing the labor and reaching out to one another. In our own nation the Mormon and Muslim communities require youth to participate actively as a normal part of membership.

In youth advocacy programs we have the opportunity to provide students the opportunity to help operate the social institutions which serve them and others like them. Committees on the programs of schools, juvenile courts, school boards, small businesses, tutoring and counseling programs, runaway centers,

day care centers, drug control programs, and wilderness and survival training programs bristle with opportunities for meaningful participation. The challenge, thus, of community based education is to make the "hidden curriculum manifest—to create a social climate which induces students to become more fully involved in their own education.

A Community Based program that offers opportunities for youth participation in program development in education would allow youth to work on problems for bringing about systemic change in the very institutions of which they seem to have become alienated (and to whose problems they have contributed). To participate fully youth need to develop the arts and knowledge of collaboration.

Some of the critical issues that must be considered in planning are:
- — the need for changes in the school and the employing agency's structures and policies
- — the creation and exploration of the real incentives for youth to participate (salaries, academic credit, peer image, acceptance, etc.)
- — the lack of skills and the consequent need for training to prepare youth to effectively participate in roles usually filled by adults
- — the problems of competition in the job market
- — the use of community persons and the community itself as knowledge providers and resources, working cooperatively with formal educators.[6]

Questions to ask:
- — Are schools ready to take on new goals involving youth participation?
- — Are schools prepared to correct deficits that relate to providing socializing activities of inherent educational value as are found in youth managing their own affairs, experiencing concentration on a single activity and tackling responsibilities which affect others?
- — Should school academic credit be given for youth participation activities?
- — Have schools (isolated from the community) caused youth to lose access to real functioning roles in society?
- — Is there a linkage between work experiences, Community Based Education, career education and youth participation?
- — Has teacher unionization had an impact on youth participating in designing Community Based Education programs?
- — Would the present school financial crisis preclude any support?
- — Does youth participation change the state of student decision making in other contexts?
- — What should be the priority value placed on youth participation:
  - a. the acquisition of skills for job preparation or
  - b. the acquisition of skills for life purposes or
  - c. the experimentation with new roles or
  - d. the contributions to the social order?
- — Are youth a resource for society; if so, what kind?

— Would money for youth participation be utilized for other community purposes if it were not channeled through school systems as they currently exist?
— Can youth be expected to effectively contribute to the delivery of social services?

Youth of today are more informed, aware and potentially politically active on significant issues that affect the country, society and their education. Youth are making more effective use of their rights and responsibilities and are coalescing around youth consensus and assuming roles within their educational institutions and communities. Their efforts should be built upon for they reflect an awareness of dealing with community problems. The formation of peer-support groups, as a result of this awareness, can have a significant impact on the socialization and educational processes. These groups are advocating relevant procedures in education and are rallying around a delivery system that is future-relevant and community based. The youth are advocating that they be included in the engineering of the Community Based Educational process. *Preparation of youth to actively and meaningfully participate is a most urgent need if education for the youth is to bear any relation to the adult world, the society and the community in which the recipient is to reside.*

REFERENCE NOTES

[1]Building capacity for renewal and reform; an initial report on knowledge production and utilization in education. Task Force on Resources Planning and Analysis, Office of Research and Development Resources, National Institute of Education, December 1973.

[2]Mark Tucker of NIE reports that most states have begun some effort to implement changes in the schools related to the NIE report and recommendations.

[3]Based on recommendations of the Reform in Secondary Education (RISE) Commission.

[4]Diana Fussell and Andrew Quarmby, Study—Service—A Survey (Ottawa, Canada, International Development Research Institute, 1974, page 24). A generalized matrix for research in youth participation.

[5]Ibid.

[6]Douglas Grant, President, SARC, Draft 4-24-78, Concept Paper: A Demonstration Program: Technical Assistance for Building Local Youth Participation Competence in the Development of Youth Participation Programs.

PART II

The Projects

COMMON ELEMENTS OF PROJECTS

The next ten chapters describe the projects, especially their structure, settings, and operational thrusts.

Partly because the Teacher Corps legislation and regulations provide a number of guidelines for operation and partly because of the nature of the problems of bringing together youth serving agencies, the schools and universities to work together on these projects have a number of elements in common:

(1) Each is operated by a coalition of the higher education institution, local education agencies, juvenile services organization (generally an arm of the legal system) and an organization designed to provide community representation (a community council).

(2) A policy board made up of representatives from each of the institutions involved in the coalition.

(3) A public school site, usually a cluster of schools in one community.

(4) A program to prepare four interns (preservice teacher candidates) whose period of preparation is two years and who enter the program possessing a Bachelor's degree. These persons will receive licenses to work in public schools and have special preparation to work with children from low income families and alienated youth.

(5) The elected community council provides some portion of the community with formal representation in the governance structure. The council is designed to provide an institutional-type representation for community members and to generate a network for communication from project to the community and from community members to the project.

(6) A component for providing inservice training to classroom teachers. The training is to be organized to facilitate a plan for school improvement developed by teachers, community members, students, and education officials. The creation of this plan is to guide the substance of Teacher Corps. The institutionalization of a process of school improvement is one of its major goals.

(7) A professional staff made up of a Project Director (who may come from any one of the agencies), a team leader (an experienced teacher who works with the interns), a program development specialist (who focuses on the specifics of program design and implementation), a community coordinator (responsible for work with the community council and liaison with the community), and a documentor/evaluator (responsible for making a record of project activities and evaluating specific components).

THE UNIQUE ELEMENTS OF PROJECTS

This part of the monograph has been organized to help make clear the unique features that have arisen as the projects have adapted their common elements to the unique configurations of setting, people, and problems in their regions.

Kanawha County, West Virginia. Kanawha County has capitalized on a state network of teacher centers which are organized to deliver services to education professionals and to help higher education institutions and other agencies adapt to the changing conditions in the profession. By linking the Teacher Corps Project to the state network and to the existing linkages between the State Department of Education, higher education institutions and school districts, the project seeks to pyramid the energy of Teacher Corps with those of these other sources.

Maine. The Maine Project operates in a relatively rural state and concentrates its efforts in a school district which includes students from five towns. It also attempts to integrate the efforts of those schools, with seven group homes and a statewide juvenile correctional institution. Its intention is that the procedures worked out in that concentration of schools and correctional institutions would be disseminated throughout the state.

Vermont. In their rural character Maine and Vermont face similar problems. The Vermont strategy has been to link group homes, school personnel and communities throughout its state with its heaviest concentration in one area which is to serve as a demonstration and dissemination center for the rest of the state network. The emphasis in the report is on the "interagency case planning team" which attempts to provide a coordinated service to the individual students by linking personnel and agencies that are often separated by considerable geographic distances. The functioning of the case planning teams is described in some detail, illustrating an important kind of mechanism which each of the projects seeks to engender in a fashion tailored to its local situation. It is through mechanisms such as case planning teams that services are delivered to students as deinstitutionalization progresses.

Oakland/Farmington, Michigan. The unique feature of the Oakland Project is the systematic training in process which is offered to several levels of the governance structure. Based on social-psychological theory the training endeavors to help participants become more aware of group process and provide means by which participants can increase their skills for relating more integratively with one another. Thus, members of the cooperating institutions agree to engage in training themselves as well as to deliver services to youth and to undergo the training with representatives of the students they are to serve. The training is carried out in a research framework. Chapter 15 describes this research and documents the emergence of new roles.

Denver, Colorado. The Denver Project has attempted to move the cooperating institutions away from a centralized "top down" management model toward a decentralized participatory leadership model. The major operating structures are task forces including a "student initiative component" in which students, community members, and representatives of the agencies cooperate to plan and carry out specific activities. The representative governance structure of the project plays a facilitative role in relation to the operating task forces.

Tempe, Arizona. Working with the type of administrative structure that it

shares in common with the other projects, the Arizona effort emphasizes the increased participation of students and community members in the kind of governance structure which normally is bureaucratically operated with only advice from clients. This unusual inclusion of unfamiliar personnel in the kinds of decision making ordinarily carried on by bureaucratic functionaires has drawn the project toward a heavy emphasis on organizational development procedures. The project is organized in teams and the teams study organizational development, theory and practice in an effort to remove the traditional barriers that thwart the levels of participation essential for the project to function.

Atlanta, Georgia. The Atlanta effort directly attacks the general problems of social alienation that plague the nation's larger cities. It operates on a thesis that the cycles of poverty and segregation have to be broken in order to generate a completely just society and one that permits a full measure of social participation to all of its members. A combination of education and social action are seen as the avenues for breaking the cycle. The assumption is that only intensive involvement by community members, especially parents and students, can draw together the energy needed to create educational environments which will enable poor children to flourish.

Dallas, Texas. The Dallas Project illustrates very clearly the potential of the basic Teacher Corps Model. A large number of agencies are linked together and the principles of structural parity are well illustrated. The structure permits the coordination of services and formal linkages to reach out to students and community members.

Baltimore, Maryland. Whereas most of the projects began with a coalition among agencies that facilitated the development of an organization that would ensure structural parity, the Baltimore Project was community-instigated and the community organization reached out toward the traditional education institutions to develop its formal base. The community, thus, had to get the attention of leadership personnel in those institutions. Meantime, the project developed an informal organization in which process received a high emphasis and, interestingly enough, elements of process parity came into existence in advance of some of the features of structural parity. This illustrates some of the difficulties in "grass roots" approaches to the building of institutional forms that can deliver services in a coordinated way. Whereas the other projects have attempted to introduce collaborative procedures which are unfamiliar to many of the personnel in the traditional institutions, this project was faced with the problem of beginning with a community which wished a high level of participation but had to organize itself in order to touch the bureaucratic organizations.

An incidental but extremely important lesson was also learned by the project. The creation of alternative schools which on the surface appear to be desirable because they provide fresh channels for students whose lives are not well synchronized with traditional educational forms can also have stigmatizing effects. The name "alternative school" can be a euphemism for "school for

troublemakers." This underlines the point that segregation of all types will have bad effects of one sort or another.

Indianapolis, Indiana. The Indiana Project focuses intervention at a state correctional institution for female youth. It applies the teacher corps model of collaboration within the constraints of a traditional correctional institutional setting. Changing patterns of female juvenile delinquency creates impetus for change in correctional institutions and their interface among other agencies.

CHAPTER THREE

KANAWHA COUNTY, WEST VIRGINIA

by Katherine Maddox and Allan Cooper

. . . capitalizes on a network of staff development centers and establishes linkages between state education agencies, universities and school districts . . .

INTRODUCTION

West Virginia is the only state of the thirteen in the Appalachian Region to be totally within the Appalachian belt. To strangers the image of West Virginia is frequently filled with visions of rural poverty, undiscovered natural beauty, and evenings when hillbillies make moonshine to banjo music. Specifically, when Kanawha County, West Virginia is mentioned, strangers often ask if that is the place where books are burned and where outsiders are regarded with suspicion.

By contrast, educators who really know West Virginia and its achievements in education and teacher training remark on its state-wide network of Teacher Education Centers. These centers have been operating successfully for the past ten years through local commitment and cooperation and are supported by state and local funds. Educators are also aware of the recent effort under the direction of the State Department of Education to generate and implement a state-wide plan for retraining West Virginia's educators to keep them abreast of the best methods and techniques for improving teaching and learning. The Kanawha County/West Virginia University Teacher Corps Project, located in Charleston, the capital of West Virginia, is part of this effort. The geographic area surrounding Charleston has changed rapidly in the past five years because of urban renewal development on the one hand and a decrease in population on the other. Because of the central location of Charleston, its access to the State Department of Education, the courts, the West Virginia Education Association, and four colleges and because of the support and leaderhsip of the administration of Kanawha County Schools, the Teacher Corps Project potentially can have tremendous impact throughout the entire state.

YOUTH ADVOCACY CENTER

The advocacy component of the project is focused on an alternative school (The Cabell Youth Advocacy Center) within the Kanawha County School System that offers alternative programs for troubled youth who have been unsuccessful in the traditional school setting. After being screened by the Exceptional Children and Pupil Services Departments of Kanawha County Schools, students, many of whom are referred by the Court System, are placed at the Center. They are transported daily by bus from all areas of the county. The curriculum is individualized and students are placed at their own level of competency using the Kanawha County criterion referenced tests and other

instruments. Their curriculum is supplemented by extensive counseling service and pre-vocational training. Fifty students are now in the program.

In the same building, there are two other programs: (1) Adult Basic Education Program, and (2) the Youth Training and Development Program serving potential dropouts and those who have already withdrawn from school. Each of these programs also serves approximately thirty students.

The four interns and teachers from the other two secondary schools in the project, will have a variety of experiences in working with, observing, and helping to plan the unique Youth Advocacy Alternative Program.

The other two schools served by the project are Roosevelt Junior High School, built in 1922 in the inner city of Charleston, and Stonewall Jackson High School located on the west side of Charleston in a suburban area. Both Roosevelt and Stonewall are characterized by having a large student population from public housing developments as well as students from urban and suburban areas with a high percentage of low income families. The school population of Roosevelt Junior is 610 and Stonewall is 915. Approximately 30% of the students in these schools are minority group members compared to the state average of 5%.

IN-SCHOOL SUSPENSION PROGRAM

In order to meet the needs of the number of students who are suspended from Roosevelt and Stonewall Jackson High Schools for disciplinary reasons, the Teacher Corps Project is assisting the county in piloting an Alternative In-School Suspension Plan in both schools. A room at Stonewall Jackson and one at Roosevelt Junior High are designated as an Alternative Learning Center for suspended junior and senior high students from the two project schools. A highly structured, individualized basic skills program is designed for each student in the learning Centers. The components of the program are documented and evaluated throughout the project. The objectives are reviewed regularly and revised to adjust to the needs of the school system and the students.

PROJECT GOALS

The project is designed to bring the school system, the court system, community agencies, the three higher education institutions and three undergraduate institutions in Kanawha Valley together in a collaborative network. The coalition also has working relations between the Board of Regents, which governs the higher education institutions and the State Department of Education which oversees the schools.

The goals of the project are:

a. To improve the climate in the project schools by strengthening educational opportunities of Appalachian students through improved instruction and teacher training.
b. To improve educational opportunities for troubled youth and students in the project schools at all levels of achievement.

c. To create learning activities that will encourage cooperation of students, family, teachers and schools in the educational process, on taking civic responsibilities, and in developing pride in the community.

THE STRUCTURE:

Policy Board

The Teacher Corps Policy Board is the administrative arm of the project. The members of the Policy Board are persons in executive positions in the agencies who are in a position to ensure continuation of the Teacher Corps concepts and collaborative model when the funding period has terminated. The Policy Board unites the authorities of the Institution of Higher Education, the school system, the Community Council and youth serving agencies. Its purpose is to direct the programs of the project, plan for implementation and dissemination of project elements, and oversee general project operations.

Curriculum Council

The Curriculum Council conducts needs assessments, interviews and sponsors conferences with the education personnel from the Youth Advocacy Center, Stonewall Jackson High and Roosevelt Junior High to identify the training needs and programs for each site. The Curriculum Council has worked cooperatively with the Community Council to develop a survey to determine the interests and educational concerns of the community in the geographic area served by the project.

Curriculum specialists from Kanawha County Schools and West Virginia University ensure cooperation of the school system and the University in the development of curriculum materials for preservice and inservice training programs. The Council is expected to spread the use of curriculum materials and training practices and to promote institutionalization of procedures in the school system, the Youth Advocacy Center and the University beyond the federally funded life of the project.

Community Council

The Community Council, composed of twelve voting members, two resource persons, and the local community consultant (LCC) meets on the second Monday of each month. The Charleston League of Women Voters assisted the project in conducting an open community ballot-type election during the first three months following notification that the project would be funded. All the agencies of the project, the schools, school district, the community, interns, state officials concerned with youth advocacy, and the project staff serve as resources to the Community Council. The council developed its own set of by-laws and established goals and objectives for the council. Some of the activities of the council include participating in training programs and facilitating evening community programs in the city housing developments, as well as the recruitment of volunteers for tutoring youth.

Council of Community Agencies

Because of the strong commitment to advocacy programs for youth by a number of other local agencies and because of the existing Kanawha Youth Services Council, a support team of agency representatives agreed to serve as an adjunct group to support the Community Council. This Council of Agencies lends expertise and long established linkages with many community service oriented groups within the community. The council of agencies meets the second Monday of each month along with the Community Council. The agencies represented include the Kanawha Youth Services Council, The Court System, The Charleston Job Corps, Keep A Child In School, The League of Women Voters, The Junior League, Multi-Cap, and community education coordinators in the residential areas served. The agencies will provide a support system to the Teacher Corps Project and will serve as a dissemination mechanism to share ideas, products and practices with other community persons. Through the agencies a broad scope of involvement and impact is possible.

THE DEVELOPMENT YEAR

The development year involves the formation of new coalitions of special interest groups and identifies the inherent difficulties in coalescing these groups. It is no surprise that groups have groped for identity, have struggled with methods to function beneficially and to ascertain which tasks should be given top priority. A major portion of the direction of the project accrues to those who are most intimately connected with it. The dynamics of sub-group and inter-group productivity demand a period of discussion, the building of trust, and the growth from "what's in it for me" to "what can I contribute".

The Policy Board, made up of professionals from the cooperating agencies, has functioned smoothly. While there are still some Board of Regents' territorial questions to be resolved, the Board has handled its duties with finesse and efficiency. At the proposal review meetings, the participants were solidly behind the objectives of the project, commenting, recommending, encouraging clarity, but not willing to permit an outside agency to include itself in deliberations over which it had no authority. The cohesiveness of the Board is evident. At meetings, members and guests display a thorough knowledge of the issues at hand, indicating that homework is being done and support persons are being briefed prior to the meetings.

The Community Council, more than any agency, has had to grope for its role. Since most members are new to such collaboration, there has been much discussion about roles and the identity of the unit. However, the desired cohesiveness is occurring. The chairperson has progressed from a silent participant to an effective leader of discussion. Programs for action have begun to emerge. For example, the council has begun recruitment for the tutoring program using its own resources and enlisting the aid of others. The council is rapidly becoming a participant in decision making, identifying its specific tasks, its goals and objectives, and becoming familiar with the process of debate, discussion, and resolution.

The management team has had the duty of holding the structure together while the new governance groups have been busy developing identity and generating areas of responsibility. Communication between the project staff and the University has developed rapidly. The development of systematic management procedures has greatly reduced the number of critical problems. Thus, the management team is the binding agent for the other project groups. As the novelty of the new roles diminish and as participants come to view each other as equally concerned and as persons with varying viewpoints, the governing structure will emerge on a base of operations which is already well established.

TRAINING MODEL: SKILL BUILDING

Community Council

The Community Council has received extensive training during the first year of the project. The newness of the collaborative structure to most participants generated several pressing needs.

1. A representative from the RCTR and a consultant from the College of Graduate Studies, who is also a consultant with National Teacher Corps, have attended several council meetings to give direction to discussion and to help with the identity and discovery process. The consultants conducted a needs assessment of community council members to identify their perceived roles and needs for training. This has been the basis upon which the extensive components have been designed.
2. A representative from the Charleston Junior League has given and will continue to give training demonstrations on the formulation of goals and objectives.
3. Two Kanawha County Community Education Coordinators serving the project attendance areas have attended the council meetings to aid in specific tasks such as recruitment of tutors and volunteers.

The management team often runs ahead of the council in planning, but must wait for deliberations from the council. It has learned that the council is a critical variable in the continuation of the project's efforts. The training done for the council will be a critical determinant of the future of the project, especially its impact after funding has terminated. If the initial year seems to progress a bit slowly, it must be remembered that the Community Council will exist when the team has dispersed. Developmental struggles are anticipated. The reward is a new vehicle for collaboration between the schools and the community. Patience is important.

Youth Training

For parents and youth, several strategies are either planned or underway. For students, the project has initiated a "leadership training for youth", held in two sessions; one at Roosevelt Junior High School which also includes students from the Youth Advocacy Center, and the other at Stonewall Jackson High

School. Both are sponsored by the Toastmasters International Club. The training leader is active in advocacy programs for youth and serves as a consultant to the Community Council. The training is designed to give youth confidence in themselves, experience in public speaking, knowledge of parliamentary procedures, and confidence in their roles as resource persons to the Community Council and in working with other adult groups. Teachers and staff from the Cabell Youth Advocacy Center have indicated that the student representative from Cabell "blossomed" into a new personality since participating in the program.

Another project "Peer Facilitator Training" is being piloted at Stonewall Jackson High School. The counselor at Stonewall and counselors from participating higher education institutions are teaming to provide training for youth to become peer facilitators. Video tapes are being developed by the project for later use and dissemination. The youth being trained as peer facilitators will work not only at Stonewall, but will also provide services for students at the feeder schools in the area.

Student involvement is a major concern of the project. Through the means sited above—tutoring, computer assisted instruction, counseling and guidance—the students, because of their own unique problems, may help others and at the same time, improve their own worth as they grow and as they give.

Parent and Community Training

Adults (outside of the councils and excluding school Parent Advisory Councils) will be given opportunities to learn about the schools through phases of teacher and community inservice training programs. A two-week workshop is being planned for the summer of 1979 for parents, teachers, and interested community persons. The focus of the workshop will be "Working With Troubled Youth: A Positive Approach". During the two-week workshop, teachers and parents will be developing new leadership skills in working positively with youth who have problems. A team of counselors from the community, West Virginia University, West Virginia College of Graduate Studies, and Marshall University will assist in providing three-way counseling services for students, their parents, and their teachers. Together, they will examine problems and potential remedies. Thus, parents should become more familiar with the difficulties youth may be having and parents and teachers together may find new ways of giving youth more responsibility in decision-making processes relating to their behavior and treatment.

Parent and community volunteers are being recruited by the Community Council to help implement an evening tutorial program to assist students in the project schools who may need additional help in basic skills. The evening tutoring services are offered in two community centers which are located near the low-rent housing projects in Charleston. This location was chosen because (1) more students would be able to walk to the centers to receive tutoring (2) a supplemental evening recreation program may increase student participation

and interest in coming to the center, (3) parent programs can be offered in conjunction with the tutoring program (4) the project is attempting to be more responsive to student and community persons on their turf and on behalf of their interests.

The effect of all of these programs (The Community Council Training, Leadership Training, Peer Facilitator Training, Tutor Training and Adult Youth Advocacy Training) will be evidenced when there is more participation of youth and adults on councils, in programs as volunteers, and in increased concern for youth programs and problems in general. The foundation built here will be tested for feasibility and durability in later years.

Reducing Alienation

Parental involvement in counseling sessions, participation on the Community Council, and volunteer work in the schools will aid in the creation of a feeling of concern for the schools and a more responsive attitude toward them. The project will also be scheduling further sessions with parents in workshops and will stress parental involvement through the use of media. As word spreads about what the project does and its desire for participation (citing parents already at work), the project hopes for increased feelings of reciprocity.

Access to Decision-Making

The roles, as they develop, will generally lead Community Council personnel to meet with others who are decision-makers. An example is the Community Council co-chairperson (retired barber and community-at-large representative) who went to meet with administrators from one of the local colleges concerning recruiting volunteers for the tutoring program. The co-chairperson freely admitted a lack of understanding of terms and vocabulary, but saw first-hand what decision-making authority really means. The co-chairperson will not likely forget this experience, thus increasing the aid which will be given to the project, especially in communication and respect.

The development of goals, objectives, and tasks stabilizes the community council and its role in the project. The councils within the project are increasingly active. The programs for troubled youth, the involvement of potentially disaffected students in planning, and the enlisting of volunteers, will all contribute to increased interaction of community and individuals.

The developmental year is an opening of the schools, through the leadership of the project councils, to the community and its potential sources of information and development.

CHAPTER FOUR

MAINE
A Rural State Model

by Irene Mehnert, Director

. . . a rural state model developing linkages between group homes, schools, and colleges to stimulate state-wide reform . . .

The Context

This Rural State Youth Advocacy project includes four junior and senior high schools located in Old Town, Maine, population of 9000.

The Old Town school district includes students from the rural towns of Milford, Bradley, Alton, Greenbush, and Indian Island. This district is populated with a high percentage of individuals with a native-American or Franco-American cultural identity. The project location, the Penobscot areas, has the second highest concentration of Native-Americans in the state.

If the public schools and local communities cannot provide alternatives, disruptive or troubled youth may choose a halfway house or group home setting. Group homes have clustered to form the Group Home Consortium which is composed of seven group homes in Washington, Piscataquis, Hancock, Kennebec, Knox, Penobscot and Lincoln counties. The youth in these homes (1) had contact with the law or have pre-delinquent tendencies, (2) have behavioral problems, (3) have mild emotional disturbances, (4) have the desire to work toward their high school equivalency and to learn independent living skills and/or (5) for a variety of family-related problems, cannot live at home.

If the juvenile has difficulty functioning in the public school and/or group home settings, and exhibits acting out or unstable behavior s/he is often sentenced to the juvenile correctional institution. The Maine Youth Center is the only juvenile correctional institution in the state housing youth sentenced by the courts for five to fourteen months. This is the corrections site for the Maine project.

This relationship between the junior and senior high schools of Old Town, the Group Home Consortium and the Maine Youth Center presents a comprehensive staff and program arrangement linking a full range of educational agencies that deal with predelinquent youth, youthful offenders and juvenile delinquents in the state. The number of teachers and staff at these sites and number of students, their ages and length of stay at each site is given in Table I.

The average student at the Maine Youth Center is male, 16 years old, from the southern half of the state and lives in a city or town as opposed to a smaller geopolitical unit. He is in the 9th grade, working below grade level, has a reading problem, has not been attending school on a regular basis prior to his

TABLE 1
PARTICIPATING INSTITUTIONS

Site	# Teachers	# Staff	# Students	Ages	Length of Stay
Old Town Junior High	34	5	670	12-14 yrs.	3 yrs.
Old Town Senior High	41	6	780	15-18 yrs.	3 yrs.
Group Home Consortium	11	47	74	7-20 yrs.	up to 1 yr. +
Maine Youth Center	28	8	230	-18 yrs.	5 mos.-1 yr.

committal, and has a history of school failure. His natural parents are not living together, he was reared by someone other than *both* natural parents (i.e., natural mother *or* father, relatives, foster homes, etc.), and has between three and four siblings. He uses either drugs or alcohol on a regular basis. He has been committed to the Maine Youth Center for a crime against property.

FIGURE 1.
COMPARISON OF MAINE YOUTH CENTER POPULATION
TO STATE POPULATION IN TERMS OF FAMILY INCOME

		MYC	TOTAL
Under $5,000	(1)	48.4%	28.1%
$5 - 10,000	(2)	36.3%	43.2%
Over $10,000	(3)	15.2%	28.7%
N =		157	998,663

Source: U.S. Census, 1970; Stevens School, Boy's Training Center

The Orono Campus of the University of Maine is the largest Campus of the present Unified University System and the only Campus that offers doctoral degrees. Approximately 10,000 students attend six colleges, four schools and the graduate program. The College of Education offers undergraduate work designed to prepare teachers for the secondary and elementary schools. Graduate programs include twelve Master of Education programs, nine certificates of Advanced Studies Programs and six Doctoral majors. The Orono Campus and the six other campuses of the Maine system are the primary trainers of personnel who staff the schools and agencies that impact youthful offenders. Linking these units with these schools is vital to the success of any effort to

ameliorate youth problems. The State Department of Education and Cultural Services is primarily responsible for translating legislation into operational regulations. As such, it has a major impact on the functioning of education state-wide. Establishing a collaborative effort among these units in the context of a state network forms the basis of the pilot state model.

PROJECT GOAL:

The goal of this project is to demonstrate the positive impact a comprehensive inter-agency youth advocacy program can have for a rural state toward meeting the needs of troubled youth. The project is incorporating a training model for educational personnel and a model for facilitating and developing inter-agency communication and coordination. This project is attempting to impact or influence the training of teachers and the selected pilot educational systems that a youthful offender comes in contact with in the State of Maine.

The proposed project will establish the machinery and develop a process for designing a comprehensive state program. The ultimate design will be the responsibility of the schools and agencies involved. The University and project staff will provide a service and facilitative function to the schools and to the agencies which serve youthful offenders. This project will provide evaluative data of the project to facilitate replication in other rural settings.

DESCRIPTION OF THE MAJOR PROGRAM FOCUS:

(1) An Inter-agency collaboration approach is:
Demonstrating the development, implementation and evaluation of an inter-agency collaboration approach at the local, regional and state levels.
   (a) *Local level*—In a rural town, the primary services which are available to youth outside of the school involve the actions of the municipal government. Therefore, the focus at the local level is the development of a Youth Resource Council within the town government structure. Emphasis would be placed on the improvement of youth services through public-private cooperation.
   (b) *Regional Level*—In a rural town many youth serving agencies are located a distance from the community. There is a need to gather these agencies that are scattered throughout the region so that they may coordinate their efforts. The focus at the regional level is to develop a Consortium for Adolescent Services.
   (c) *State Level*—As the regional model of a Consortium for Adolescent Services is further refined and developed, it will be replicated at the state level. The purpose of the state group would be to coordinate information about agency activities and to provide a network of available youth resources within the state.

(2) *University of Maine at Orono is*:
Initiating a faculty training and staff development program to focus on the planning, implementation and evaluation of field-based inservice educational programs for teachers and agency personnel working with youthful

offenders. Involvement of the Group Homes and the Maine Youth Center as site schools will necessitate that the professional training program embrace a comprehensive view of education. The emphasis will shift from training teachers to function in traditional roles to that of training for an emerging role as a facilitator of living and learning skills. This will require interdisciplinary, inter-campus and inter-agency cooperation, a process for which many participating faculty members and agency personnel will need additional training.

STRUCTURE:

Membership on the policy board is as follows: Voting members are LEA Superintendent, Correctional Facility Superintendent, IHE Dean, Community Chairperson, Group Home Consortium Chairperson, LEA teacher, Correctional Facility teacher. Ex-officio members are three site principals, one site teacher, Project Director, State Education Department Representative.

ISSUES:

Important decision-points during the developmental year include: voluntary *vs* mandatory participation in Teacher Corps on the Old Town site; selection of site liaisons, team leader and interns; collection of data from students; selection of the community council secretary and development of a training component for the community council.

On the issue of Voluntary *vs* Mandatory participation in Teacher Corps, the school board was willing to make a commitment of released time for teachers for planning activities. During the developmental year all teachers were required to attend. The teachers felt that attendance at planning sessions should be voluntary and held after school. They requested that Teacher Corps present teachers' views to the board of education. Provided with this additional information the Old Town School Board passed the following resolution:

> "WHEREAS, the motion to approve the Teacher Corps project, in the opinion of the Board, did contain a "Voluntary" provision with respect to participation; and
> WHEREAS, the minutes of that meeting do not adequately reflect on these specifics;
> BE IT RESOLVED, that it is the Board's intent that henceforth "voluntary" shall apply to all aspects of the entire Teacher Corps project except as it would involve normal administrative functions and responsibilities within the Old Town School Department."

Another issue revolved around the allocation of monies in the budgets of three of the site schools for a site liaison position. The decision on the selection of the individual(s) and the distribution of the salary was solved differently in each site. The J.A. Leonard and Old Town High Schools and the Group Home Consortium each chose to exercise the option of appointing a Site Liaison to work with the Teacher Corps staff and the site faculty to facilitate meetings and

the flow of communication. The Maine Youth Center decided not to utilize the Site Liaison option.

At Old Town High School, three faculty members expressed an interest in the position. After discussion between Teacher Corps staff and the advisory committee, it was decided to split the stipend equally among the three people and that these three would equally divide the duties of the Site Liaison. At J.A. Leonard Junior High School the advisory committee felt that the amount of the stipend was out of line with other extra-curricular pay within the school and that it might create animosity if one person were to be paid and others not. They decided that one person should assume the role of Site Liaison for a part of the stipend and that the remainder of the allocation should be divided among the advisory committee members proportionately to the amount of time expended on the project. This plan was approved and the superintendent notified. The Group Homes Consortium decided that two people of the Community should share the duties and stipend of the Site Liaison position equally.

Some issues centered around the community council. The community council secretary position was not seen as necessary by the community council when they were initially presented with the option of hiring someone to fill this function. However, when the role was later changed to be a combination of executive secretary/program development function such a role was seen to be a necessity. The community council training package was developed by a member of the IHE staff and two community council members. The council members decided to postpone implementation until they had more of an understanding of Teacher Corps and their roles as council members after the goals and priorities of the community council were established.

Finally, student rights to privacy became an issue. Several teachers and administrators were concerned about the collection of data for school climate and anxious to avoid similar problems that were encountered within another local school district when they attempted to collect data using an instrument perceived by parents as an invasion of student privacy. The Hatch Amendment became a big issue in the area. The teachers requested we put a moratorium on the administration of instruments that students would be asked to respond to for a period of at least three months.

A decision was made to try to get data from other groups working on accreditation and curriculum development from within the school rather than administer a Teacher Corps climate survey.

New Roles for Adults and Youth

The Maine Project anticipates the development of new roles for adults and youth through training and the creation of new organizations. Adults are learning the skills of needs assessment, conflict management and interpersonal communication through training designed by the community council. Once skills have been acquired adults will be in a more advantageous position to function as linkages between and among the organizations described in Figure 3. They will have acquired knowledge about the structures and

processes of the four systems and be better prepared to facilitate interfacing. By providing the structures of the Youth Resource Council and the Consortium for Adolescent Services, the project plans to support the new role of interface.

Youth will learn many of the same leadership skills with adults in training. The project will support the practice of these skills through the organization of peer tutoring, peer counseling and junior leader programs. In addition to leadership roles, then, youth will assume roles of peer counselors, tutors and leaders in their own peer cultures.

CHAPTER FIVE

VERMONT

by H. W. Meyers

. . . the inter-agency case study team, the core mechanisms for tailoring programs to the needs of students, is illustrated in this state-wide rural model . . .

Collaboration in a Rural State

Vermont is a rural, mountainous New England state. Its half million people are widely scattered from the Canadian border to the state of Massachusetts. There are no urban population centers larger than 50,000. The state is neither wealthy nor industrialized. Recent analyses of 1970 census data place it forty-ninth out of the fifty states in per capita income. The poor, thinly spread population has difficulty assembling capital for education and human services. Vermont ranks twenty-second among the nation's states in receipt of federal funds which are necessary to support education and human services.

A widely-scattered population and few resources has proved to be a mixed blessing. The delivery of education and human services in a geographical sense is uneven and expensive. Vermont has historically struggled to upgrade the quality of these services. On the other hand large institutions and ponderous bureaucracies did not develop as they have in other states. For example, many of Vermont's handicapped persons did not face the transition from large institutions to a less restrictive alternative. *They were never institutionalized in the first place*. Additionally, it was relatively easy to close Vermont's major adult prison and its major juvenile facility because the bureaucracy which supported these institutions was so small.

Teacher Corps in Focus

In this setting, the goal of the Vermont Teacher Corps Program is to demonstrate that limited resources can be pyramided by building linkages between education and human service agencies. Especially, energy has been directed toward case planning and building the capacity of Group Homes to respond to the aims and purposes of education.

Inter-agency case planning is Vermont's attempt to create a support team consisting of juvenile caseworkers, social workers, teachers, counselors, community persons, and specialists in order to formulate plans consisting of a thorough assessment, education and development goals, appropriate placement, and follow-up activities for youth in need of services. Teams plan with the youth in need of services and not for them. Located in communities, they are the primary support system in the youth's transition from care and custody of the state to independence.

Building the educational capacity of group homes involves training of selected group home personnel in the skills and knowledge areas of teaching, in particular, the special tools of education. The goal of this training is not to build the capacity of the group homes to become "mini" or alternative schools but rather, to provide for the articulation of educational programs from group home to school and school to group home.

Like other Youth Advocacy Projects the Vermont organization is governed collaboratively. The University of Vermont, the Montpelier School System, the Division of Social and Rehabilitative Services, and local communities are involved. The project has structural parity through its governance board and strives to bring about process parity at each level of program planning. Whereas the Vermont effort concentrates on one action site, the project carries out training at a variety of locations across the state, using Montpelier and the juvenile services installation in that community as a model for development and dissemination.

Vermont has made a serious effort to "deinstitutionalize," that is, to release from institutions to less restrictive levels of care, youth who are in need of special services and heretofore incarcerated. As it began to make this transition from centralized, institutionally based services to decentralized community-based services in the Spring of 1979, Vermont (like Massachusetts) discovered that many needed services were not "on line" as the transition occurred. A serious reduction in services was likely as agencies tried to learn how to assemble new contexts. This situation provides a pressing need for collaboration and linkage building. It also engenders, as seen below, many problems for adults and youth.

What follows is an illustration of the need for inter-agency case planning and building the capacity of community-based treatment facilities. A youth in need of such services, an adjudicated delinquent, ward of the state, is followed through the system. Names and locations of all individuals have been changed. The circumstances surrounding the case are drawn from the files of real cases.

Jim

As the temperature hovered around five below and Jim crouched in the cornfield about five hundred yards from the machine shop door of Union Twelve's regional high school, three state police cruisers swung into the school's parking lot. Feeling a little woozy as the blood streamed from the deep gash on his right forearm, he just sat and waited while six officers dressed in heavy down parkas silently made their way across the frozen ground. This was probably the big time. It was "B and E" number 3. Almost like number 2, except that time he didn't get hurt.

Well, anyway, he'd been there before. The long ride into town, the calls to his uncle Burt, (who wouldn't be home), the lockup, the silence (it was always so quiet) and the waiting. He'd have another talk with his probation officer in a day or so. Uncle Burt would show up and talk about how he just didn't understand it all, and then take another long ride back to Oak Glen. There would

be more silence, more waiting, and eventually another long talk with his counselor. They'd talk about what might happen after the pre-sentence investigation, what the judge might say, about alternatives, and about making a new contract. Jim had made a lot of contracts. He'd tried the life skills contract, the work contract, the going back to school contract. They just didn't seem to work out. One thing he did know, the new contract would mean a new face and he would tell his story all over again. Sometimes the story would change a little.

He knew that "the school had messed him up," his case worker said so. He also knew that coming from Oak Glen, how the teachers would look at him that first day of class. Anyway it seemed pretty obvious that all his "contractors" didn't like or trust each other. He didn't see why he should trust them with him. The whole mess was a colossal drag. If he could just get a drink and party a little.

Case Planning and Followup

As thirty cases like Jim's were reviewed in 1978 by Teacher Corps staff and interns, teachers and caseworkers, one theme which consistently emerged was the fragmentation of services to youth. Effective planning and follow-up is contingent upon the opposite condition, one of integration of services and the cooperation of professionals.

A Scenario. Assuming that the investigating officer and case worker determine that the case is serious, a determination usually made on the basis of facts gathered during initial investigation, a case planning team is assembled. The caseworker assumes the role of case manager. He or she is responsible for assembling the team and guiding the process of sifting the data, arriving at recommendations and enlisting the support of all persons concerned with the youth in a follow-up plan. The team, composed of a variety of human service professionals, educators and lay persons reviews the investigation findings and sets about the task of collecting additional data.

There are two major objectives for the team at this phase of the process. First, communication must be established among professionals and lay persons who will later form a support system for the youth. Second, important data must be gathered from a wide range of sources including the youth, home, school and community as well as other agencies.

As the youth's day in court draws near the planning team's recommendations data as well as findings of fact are assembled in the pre-sentence investigation report and are forwarded by the Case manager to the Court. Following the judge's decision, the team reassemble to define the case plan, consistent with the court's judgment. As options are considered by the team and the youth, educational and placement goals are defined. Members of the team take responsibility for different aspects of the plan as these apply to their areas of interest and competence. A team member, not necessarily the case manager, assumes primary responsibility for monitoring progress and community directly with the youth and the case manager. Periodic review of the case is scheduled and records kept of the youth's progress.

Too often, case workers characterize themselves as "Lone Rangers," teachers as beleaguered by acting out behavior, community people as unaware or frightened, and youth as forgotten.

Without teams, when educational goals were identified in a plan by a single caseworker the linkage between the agency and the school was difficult to achieve or non-existent. The so-called "mainstreaming" of adjudicated youth became an empty promise, the school's doors revolving.

In assisting with the design of inter-agency case planning and group home certification the Vermont program has identified, however tentative, some lessons learned: (1) Linkage building in a rural state involved overcoming time and distance problems. For example, training needed to support the system must be designed in such a way that it accounts for variations in scheduling and local training needs. (2) Process parity must be maintained involving the training personnel in decisions about the content and delivery of inservice. (3) Creating linkages between and among caseworkers, school personnel, and community people involves learning the skills of collaboration and networking. More specifically it involves individuals learning about each other's organizational context; group process; and each other as human beings. (4) Formal and informal study of the environments and the development of youth by teams of caseworkers, group home personnel, school personnel, and community people, and higher education instructors is a recurrent theme and probably an essential ingredient in building the capacity of each part of the system to respond to youth. (5) Rapid turnover in some parts of the system, i.e., caseworker and group home staff necessitates entry-level training and integration of new staff on a continual basis. (6) The design of inter-agency case planning teams creates temporary sytems. These systems are created and dispersed as each case is opened and closed. As such, they are less likely to generalize about all youth in need of services and more likely to tailor programs which are rooted in individual needs.

CHAPTER SIX

OAKLAND/FARMINGTON, MICHIGAN

by Jacqueline Lougheed, Linda Lentz, William Moskal

. . . a process training model linked with powerful action research framework. A true example of formative evaluation to the formative evaluation of investment and process . . .

Project Overview

The Oakland/Farmington Youth Advocacy Program '78 is a collaborative effort of Oakland University, Farmington Public Schools and Community, Boys Republic and St. Vincent and Sarah Fisher Home. The word "collaborative" is of prime significance. It is the keystone of our entire project for it is our belief that for the project to succeed, there must be Meaningful Collaboration.

What is Meaningful Collaboration? More specifically, what does this mean when we are involving Troubled Youth and community persons, as well as representatives from all participating institutions and agencies in this process? First we agree with the premise that it is more than numerical parity on various councils or boards (Joyce, 1978). It necessitates new levels of sharing by all (parents, students and professionals) and a willingness to accept the contributions of all; there must be a sharing and appreciation of the views each holds of their individual and collective worlds. It includes breaking down feelings of alienation, building efficacy and access to power within a system. It requires new distributions of power which foster cooperative planning, implementation, and evaluation in new patterns of interdependency centering on issues of real concern (Freire, 1971). It implies a fluid interchange by which parents, professionals and students share a commitment to change and to evolve new modes of participation and interaction.

One of the major goals (and means) is the promotion of greater participation by young people in the process of conducting the project and in the educational process in general. *This effort is based upon the belief that the higher the level of involvement youth have in decision making concerning significant areas of their lives, and the greater their ability to act upon their decisions, the greater the probability that those activities will impact positively upon their behavior (Lougheed, 1978).*

Project Setting

Community. The Community for this project is an aggregate of several communities. There are the communities constituted from the attendance areas of each participating school, as well as the communities from which the students are drawn for the two youth serving agencies. These youth come primarily from Detroit, but are referred from other communities throughout the state. The City of Farmington, adjacent to Detroit, covers 35 square miles with a population of

approximately 70,000. There is very limited industry and the tax base is reliant on property taxes. The school population is approximately 13,000 students and 650 staff. There has been declining enrollment and this is expected to continue over the next five years. This community is marked by high contrast, with deteriorating housing and poor homes surrounded by expensive, new homes. The diversity between old and new, prosperous and poor, is only part of this community's complexity, which is compounded further by ethnic, language, and racial diversity. In addition, within the community there are those who have immigrated from other countries or migrated from other communities for employment or housing.

LEA and Agencies. The Farmington schools in the project include a feeder system of three Title I elementary schools, one junior, and one senior high school. The school portion of our target population represents approximately 4,000 students and 200 staff. The student population, depending on school site, has varying demographic characteristics. These characteristics average to six percent second-language students, twenty-five percent turnover rate, fifteen percent drop-outs, and thirty-five percent court or agency involved students. Students identified by teachers, counselors, parents, law enforcement, and youth serving agencies as possible participants in our alternative programs of prevention, intervention, and reintegration include 573 elementary, 150 junior, and 200 senior high students.

In addition to the schools, Boys Republic and St. Vincent and Sarah Fisher Home are participating agencies. Of the approximately one hundred boys at Boys Republic, ninety percent are court appointed from Wayne County for acts of violence, truancy, and disruption. The boys are in a condition of emotional and social turmoil which is too severe to be contained without treatment, yet not severe enough to require hospitalization. St. Vincent and Sarah Fisher Home is a residential treatment program for approximately one hundred neglected, abused, emotionally impaired, pre-delinquent, boys and girls, age four to seventeen. Referrals for placement in the Home come primarily from the courts as well as public and private social service and mental health agencies. The children in Boys Republic and Sarah Fisher are primarily low income. They exhibit varying degrees of emotional impairment and learning disabilities. Nearly all children attend Farmington Schools.

FIGURE 1.
DEMOGRAPHICS OF SCHOOLS AND AGENCIES

	Black	Hispanic	Appalachian	Oriental	White
Farmington Schools	3%	1%	30%	1%	65%
Boys Republic	50%	2%	30%	—	16%
Sarah Fisher	40%	2%	33%	—	16%

IHE. Oakland University is a state supported institution of higher education with bachelorate, master's and doctoral degree programs in education, human resources development, health science, arts and sciences, engineering, business and management, and nursing. In addition, diversified noncredit courses are offered by the Division of Continuing Education. In each of the programs, the university seeks to provide its students with intellectual challenge and opportunity for scholarly and professional growth. Its substantial resources in faculty, research facilities, and support functions are all directed toward these goals. Current enrollment is approximately 11,500 full-time students. The Teacher Corps program is housed in the School of Human and Educational Services, and IHE staff positions for the project are drawn primarily from those regularly appointed members of the School.

Project Governance Structure

Meaningful Collaboration, to be effective, must be supported by the governance structure of the project. We believe this has been accomplished. All role groups have representative parity within the structure. The Management Team for the project has four members; Project Director, Site Coordinator, Documentor/Evaluator, and Program Development Specialist. *Team members work together on overall project management with each member having specific task assignments and responsibilities at project and institutional interface*.

The four site-specific Task Forces are the program development and decision-making units. It is their responsibility to design the professional development program for staff at school and institutional sites as well as alternative education programs for youth at their site.

On the Task Forces, there are two teachers, two students, two parents, and two university staff people, and the Site Coordinator as a representative of the school administrators. On the two agency Task Forces parent representatives were combined with social service staff members serving in loco parentis.

Eight elected community persons form the Community Council. They represent and were elected from specific school and institutional communities. Representation includes two parents each for Farmington High School and Power Junior High School, a Title I parent elected from the four Title I elementary schools, a staff member (in loco parentis) for St. Vincent and Sarah Fisher Home, a parent from Boys Republic, and a paraprofessional from the Farmington community working at Boys Republic and serving on behalf of students who are wards of the court.

This Council is responsible for establishing fluid lines of communication, identifying and utilizing community resources, initiating and training a Volunteer Corps of parents to provide direct services to students and support to staff, strengthening community programs for Troubled Youth, and designing and assisting the community-based component of the Teacher Corps Intern program. In addition to these unique responsibilities, Council members serve on the site-specific Task Force for the school or agency they represent.

To coordinate the efforts of all Task Forces and the Community Council, we have a Program Council composed of the chairpersons of the four site-specific Task Forces, the Management Team, the Community Council chairperson and a representative of the Farmington Advisory Council (an Interagency youth serving and law enforcement council).

The Policy Board has primary responsibility for policy formulation for the project, communication and resource identification between their institutions and agencies to the project, articulating and institutionalizing project efforts in their respective institutions, and facilitating and supporting dissemination of project accomplishments. Membership on the Policy Board consists of the Dean, School of Human and Educational Services; Superintendent, Farmington Schools; Supervisor, Boys Republic; Director of Social Services, St. Vincent and Sarah Fisher Home; Community Council Chairperson; and Project Director.

Training Model for Developing Collaborative Governance

To facilitate Meaningful Collaboration and development of the new roles required of all Task Force members, this developmental year has been devoted to training participants for collaborative governance. This has been accomplished by using a team building model which seeks to build interdependence and trust among the team members.

The underlying assumption behind this model is that Meaningful Collaboration is brought about when representatives of all project constituents are involved in planning for change and developing ownership in the change process. Watson (1967) posits that individuals who define and clarify their common plans to meet their needs as they gather data, decide on strategies, and execute action plans will continue to have allegiance to the project. Resistance to the change process will, therefore, be reduced if all parties involved and/or affected by the change process feel that the project is their own and not one devised by outsiders.

The collaborative governance model is best facilitated by enhancing communication, which promotes openness, clarity of goals and objectives. The strengthening of this relationship aspect of the governance model ensures participant involvement in the entire operation and results in access to power and the feeling that one's input can make a difference.

The underlying assumption behind the development of Meaningful Collaboration is that functional parity is best facilitated through a team-building effort. The team-building intervention focuses on the work group members and increases their involvement with each other and the organization they represent. The aim of the team-building process, as it relates to Program '78, is to improve problem solving capabilities and develop skills that will encourage and foster team functioning.

Skill building needs. The primary focus of our team-building process is to help Task Force members develop those skills which lead to team interdependence. In order to do so, TORI (Gibb, 1972) theory is used as the theoretical

basis for the processing of the team-building intervention. TORI theory is a general unitary theory that applies to all formal and informal social systems. It was hypothesized that the Task Forces would operate as a functional group if the four variables represented by the acronym TORI were developed within the team:

T — Trust—personalization;
O — Openness—communication;
R — Realization—self-determination and clarity of goals; and
I — Interdependence—working collaboratively and consensually.

Training Model. In order to build skills and enhance Meaningful Collaboration, it is necessary to focus attention not only on "what" the team is doing but also "how" it is being accomplished. This is done in a number of ways during general Task Force meetings. Foremost, openness is promoted as the norm of the Task Force meetings. Individual and group openness is enhanced by the consensual decision-making technique. Since parity in function was established by each Task Force as a structural norm, individuals have placed themselves in a "processing" position.

Task Forces process the team task and team maintenance dimensions during group meetings and through post-meeting reaction forms. Two instruments are utilized at the conclusion of each task force meeting: TIP (Task Accomplishment, Interpersonal Interaction, Personal Perception) and TORI. The TIP form is a four-item instrument that asks team members to respond to a continuum which reflects their perceptions of task accomplishment, interpersonal and personal feelings at the meeting. A revised eight-item TORI instrument assesses perceived level of trust, openness, realization and interdependence.

Task Force members are provided with an opportunity to openly debrief the meeting relative to task accomplishment and personal relationships. The TIP and TORI compiled data is returned to members at the following meeting for the purpose of processing realization and interdependence levels. It is valuable as a systematic means of assessing group growth and identifying group functional and/or dysfunctional behavior.

The result of the training model is that team members have an opportunity to (1) explore systematically the manner in which they relate to one another; (2) explore communication patterns that characterize the interactions; (3) assess the levels of trust and openness that exist; (4) react to the ways in which decisions are made; (5) deal with the influence patterns that exist; and (6) explore the degree of satisfaction each team member feels with regard to the process issues.

Successes and problems with the training model. The prime difficulty with the training model lies in the composition of the Task Force membership. The involvement of the students on a parity level had initially proved to be difficult for some of the adults. *Given time and the process orientation of the model the level of difficulty has been reduced and having the students on the Task Forces has proven to be a strength*. In addition, the students have increased their input

into group deliberations and are much more comfortable with their roles and responsibility. This is due in part to the comfort and increased trust level of the group.

A second item which needed reassessment was the length of time the Task Forces met. Initially, all four Task Forces met twice a month for two hours. The task and relationship levels and differences of each Task Force necessitated changes in the schedule. Changes in length of meeting and frequency of meetings were made to facilitate both task accomplishment and group processing.

Conclusions

The organizational structure of the Oakland/Farmington Youth Advocacy Program '78 promotes broad based participation. It includes five role groups (students, parents, teachers, university, and school administration staff members) at the basic level which has primary responsibility for program development. This inclusiveness of role groups affords all the groups opportunity to participate in this developmental effort. It promotes ownership of the program and fosters institutionalization of the improved processes and products developed through the program. Simultaneously, it is extremely time consuming because all role groups are not ready for collaborative governance. They must learn new roles, new ways of relating to one another. Feelings of alienation must be reduced and efficacy and access to power within the system must be increased. This effort is time consuming and occurs only when there is commitment and consistency.

This project is committed to this effort in Meaningful Collaboration. It demonstrated its commitment not only through the involvement of all role groups in project planning, but in its efforts to build functional parity among role groups. During this developmental year we responded to this challenge by placing a strong emphasis on team building and the development of collaboration between the schools, agencies, community, and university. A specific team building model was used and group growth was assessed at each meeting in terms of attendance, verbal interactions, and participant perceptions of the group processes.

This work has resulted in several conclusions. *First, if we really want to establish Meaningful Collaboration, team members must spend enough time together to build trust, openness, task understanding, and interdependence.* Only when this is accomplished will team members realize that Meaningful Collaboration is not unattainable but can be a reality. We found that two hours on a biweekly basis was not enough time to accomplish this. Therefore, we extended the length of some of our meetings to half days or full days. The same objective might be met by meeting more frequently.

Second, team building should not be an end in itself but it has to be an important and integral part of this developmental effort. It must be tied to task. The goals of this project during the developmental year were to design alternative education centers for three sites and to design professional development

programs for all four sites. It was our belief that if there were strong teams (Task Forces) task accomplishment would be facilitated. A balance between team building and task accomplishment is necessary with team building being foremost during the early sessions and task accomplishment predominating in later sessions.

Third, adults must be mindful of their new role in supporting students in the decision-making team and supporting one another. The reverse is also true for students in building reciprocity and trust. It is only when this support is exemplified by the establishment of team interdependence that Meaningful Collaboration can occur. All must work together to reach this goal.

Finally, as we talk about Meaningful Collaboration and the need for functional parity among role groups, it should be kept in mind that parity for individual group members takes on different meaning because of differences in interests, concerns, and backgrounds. To illustrate this point, in planning a career awareness program at one of the agencies, the students were enthusiastic and the voice for the needs of the youth at the agency. Thus, they were active participants in designing the program. As the same Task Force developed the professional development for teachers, the ball passed from students and parents to LEA and IHE staff. Meaningful Collaboration and parity in function does not mean that all team members have equal input into all team decisions. Rather, Meaningful Collaboration should be interpreted as being undergirded with trust, openness, comfort, and interdependence within the team. This enables all members to contribute to task accomplishment with their expertise and to be willing to accept someone else's area of competence. This is a primary example of interdependence, and when this is present the accomplishments of the group are multiplied and the quality of the members life together is enhanced. This belief was the genesis of our organizational structure and processes for team building. It has taken time and consistent, concerted commitment but it has enriched what this project is all about.

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CHAPTER SEVEN

DENVER, COLORADO

by Betty Marler and Larry Holliday

. . . the governance of program operations are decentralized in action committees to increase process parity and program operations . . .

Goals and Agencies

The project is jointly administered by the University Without Walls at Loretto Heights College and the Division of Youth Services of the Colorado Department of Institutions, in cooperation with the University of Northern Colorado, the Colorado Department of Corrections, the Denver Public Schools—District #1, the Southwest Denver Youth Services System, the Northeast Denver Youth Services System, and the Colorado Department of Education.

The major goal of the Project has been to improve the educational opportunities for youth who are incarcerated in the state correctional facilities, or on probation or parole, and alienated youth within the public school system.

The Project has accomplished the following:

1. Provided M.A. degree programs and secondary education certification to four interns.
2. Provided B.A. degree programs and secondary education certification to ten Community Volunteers—four offenders or ex-offenders and six employees of the Department of Institutions.
3. Refined the adult study-release community corrections model established in Colorado during the 8th and 10th Cycle Teacher Corps Projects.
4. Provided a preservice and inservice training program with emphasis in the following areas: learning disabilities, alternative education strategies, multicultural education, drug and alcohol abuse education, individualized education for basic skills, contractual and experiential learning, community and social systems.
5. Provided technical assistance in curriculum design and implementation in multicultural education and drug and alcohol abuse education at the Mountview and Lookout Mountain Schools, Division of Youth Services.
6. Provided on-site technical assistance to the cooperative educational project of student initiatives sponsored by West High School, Denver Public Schools, District #1.
7. Developed and implemented a successful re-entry support system of services for youth returning to school in Denver after institutionalization with the Division of Youth Services.

Inservice learning opportunities are made available to the administration, faculties and counseling staff of Lookout Mountain School, Mountview

School, West High School and community agencies. These groups participate in the assessment of their own needs; work with resource individuals in the local community; work with the community volunteers and interns; and participate in a variety of inservice, teacher enrichment and training activities related to troubled youth and their educational needs.

The Management Model reflects the hierarchical nature of the participating institutions—Loretto Heights College and the Division of Youth Services. The roles are defined by authority and influence. Cooperation rather than collaboration has been the hallmark of the management system. Collaboration demands a change in values, attitudes and behavior, and requires the acquisition of new skills. Permanent institutional structures seem hesitant to "risk" in the creation of collaborative models when personnel, money and accountability are the major issues. The same institutional representatives are willing to "'risk" in creating a collaborative model in the areas of program design and implementation. It has been our experience that the first efforts, experiences and learning about collaboration are more readily approached when the system is temporary, such as a Teacher Corps Project; and, therefore, a seemingly "safer" environment for experimentation than in the permanent structures.

All Teacher Corps staff members have administrative, instructional and facilitative responsibilities. Their roles are reflected by both the Management and Service models. Due to the inter-relatedness of duties and responsibilities, staff members cannot act in isolation. Peer accountability and involvement in the management and program development processes are the basis for the project staff's participatory management procedures. In respect to the Service Model, the Teacher Corps staff serves as facilitators and assistants to committee and task force structures. The staff and interns have shared a common philosophy regarding decision making within the task forces and committees—that program "ownership" must belong to the treatment team personnel, teachers and administrators in the system in which they work; therefore, there must be maximum participation of members and minimum participation of Teacher Corps staff.

Roles in the Service Model

The *Steering Committee* provides advice and counsel towards the achievement of the objectives of the Project. Also, the Steering Committee assists in the planning and operation of the Teacher Corps Project, facilitates inter-institutional cooperation and institutionalization of successful endeavors. The Steering Committee is composed of:

Denver Public Schools

— Director of Alternative Education
— Principal of West High School
— Vice Principal for Pupil Services, West High School

Division of Youth Services

— Director
— Director of Institutional Treatment

— Supervisor of Education

Loretto Heights College

— Academic Dean
— Director of the University Without Walls Program
— Director of the Teacher Education Program

Community

— Director of Southwest Youth Services System
— Director of Northeast Youth Services System

Teacher Corps

— Director
— Associate Director
— Team Leader
— Intern
— Community Volunteer
— Program Development Specialist
— Site Coordinator

The *Inservice* Committee is the most important committee in terms of the delivery of training to the Division of Youth Services employees. The Committee was selected on the basis of interest and an ability to influence other staff to participate. The membership includes a balance of administrators and line staff, teachers and counselors. Committee activities are facilitated by the Teacher Corps Program Development Specialist. The Committee designed and administered a comprehensive training needs assessment, which included both content and learning style needs. Inservice activities are developed by sub groups of three. Committee members identify, interview and select appropriate instructors, negotiate fees and content, organize workshops and courses, and design the evaluation instruments. The Committee "owns" the process of inservice from planning, to implementation, to evaluation.

The *Drug and Alcohol Abuse Education Task Force* was designed to provide training in prevention and intervention strategies to aid Youth Services personnel in the identification of resources and to develop community linkages which could be utilized when youth are released. The issue of drug and alcohol abuse was identified as a major training need by Division of Youth Services personnel. The Committee is made up of teachers, counselors, and members of the Youth Services Diagnostic Team and the Committee is facilitated by the Teacher Corps Site Coordinator.

The *Human Interaction Training Committee* developed as a result of staff and administrative desires to create a communication skills training curriculum for teachers and counselors which would be uniform throughout the Division and would be part of the orientation of all new personnel. The thirty hour curriculum integrates skills in group process, problem solving, values clarification, Effectiveness Training and basic counseling skills. The curriculum was designed by teachers and counselors specifically for a corrections setting. The staff who created the curriculum are also the trainers.

The *Teacher Education Coordinating Council* is made up of the Directors of the Teacher Education Program, the University Without Walls Program and the Teacher Corps Project. The purpose of the Council is to share information and resources, and to work together in areas of program development and institutionalization.

The *Re-entry Committee* has been the major inter-institutional activity of the Project. The purpose of the Committee has been to eliminate barriers which have historically discouraged institutionalized youth from returning to public schools after a period of incarceration. The Committee is made up of the following personnel:

Denver Public Schools
- — Director of Attendance and Pupil Records
- — Director of Alternative Education
- — Director of Secondary Education
- — Director of Social Services
- — Director of Pupil Services

Division of Youth Services
- — Director of Division of Youth Services
- — Director of Institutional Treatment
- — Director of Community Services
- — Supervisor of Education

Teacher Corps
- — Director
- — Associate Director
- — Team Leader

In the past, these institutional structures have been in conflict, often "laying blame" on one another for the problems of troubled youth. However, through a two year period of collaboration these policy makers have reviewed all processes and procedures within their systems which effect re-entering youth, including transfer of credit, information flow, counseling support processes, parole procedures, and special education staffing procedures.

Student Initiatives, Community Component and New Roles for Youth

From September of 1976 to June 1978 the Loretto Heights College Teacher Corps Project was involved in a project with a Denver high school to explore the impact of developing "student initiated activities" to improve the climate of the school and to deal with crime, violence and fear of violence in school and community.

In the *Student Initiative Component* of the Project, students were totally involved in the development and implementation of the activities. In order to develop "new roles" for students, the Project provided experiences and training to prepare the students to function in different roles. Training and experiences with new roles included; decision making, responsibility taking, developing student initiated activities and role modeling. Students were involved

in the total process, from planning through evaluation. Through developing a sense of "ownership" of the class, "new role" processes and activities were developed.

Students were involved in a process of "brainstorming" their perceptions of what caused alienation and disruption in the school. Through this process students developed insight into the causes, possible solutions and various intervention strategies they could employ to deal with the problems. The students began to feel and function as change agents within a system which they previously had perceived as unchangeable.

Through the various change agent processes and activities, students began to interact with school decision makers on common concerns. By systematically developing a process for seeking out information, students began interacting with those persons in the school and community who had the power, authority and knowledge of certain information. While students began to seek out information and develop activities, they began to see the need for collaborative relationships. Collaboration had to begin with them as a group. Training was provided in group interaction and group process skills. As activities were planned and discussed, students began to see how and why they needed supportive systems in the school to be successful. They began to see the need for teacher, administrative and/or peer support.

During the summer period of the Student Initiative Component, the students provided peer-tutoring for elementary and junior high school-aged students in various community programs. The students developed activities and strategies on how to have more impact on the community. Through this process students began to develop new relationships with power persons within the community and linkages with community agencies. Some students continued to volunteer their services throughout the school year and one student gained employment with one of the agencies after completing high school.

The primary implication of this project was the transferability of its processes to a number of locations in the community and to other schools. The concept of new roles for youth and youth involvement has been integrated into community diversion programs in Southwest Denver and Northeast Denver. This has enabled both staff and students to share their experiences with others. Some of the other activities initiated through this component are (1) A Fox Fire experiential learning curriculum, (2) Human Interaction Training for youth, (3) new roles for youth in employment, (4) peer tutoring and peer-advisement training, and (5) curriculum strategies for involving youth.

The Nature of Collaboration and New Roles for Adults

Collaboration has been simply defined as "a process in which the goals and procedures of a cooperative enterprise are understood and to some extent shared, by the cooperators. There is an assumption that the process is non-competitive, that decisions are made through consultation and on the merits of the functions to be performed rather than on the basis of hierarchical roles."[1] Perhaps the key words or phrases are "non-competitive," "Decisions . . .

through consultation and on the merits . . . rather than on the basis of hierarchical roles." To create a system of collaboration in a Teacher Corps Project, a community effort or a structure of governance is a "tall order" in this world which rewards autonomy, independence, and status. The institutional barriers to collaboration—hierarchies, power, and "win-lose" environments—are rooted deeply in our society. According to Eric Trist: "This process is intuitive as well as rational, and intuition is scarcely popular in the technocratic bureaucracy."[2] Perhaps every Teacher Corps Director has an intimacy with the late night anxiety preceding a Steering or Policy Board meeting—the fantasy that the institutions people will jump up and point the finger of blame for delinquency at the public school people, and the school people will admonish the corrections people for not "correcting" and the community people will attack both schools and corrections because their children can't read. In such systems, the potential for conflict and confrontation are great. The relationships are fragile and the old values of autonomy often seem attractive and easy by contrast.

The Loretto Heights College Teacher Corps staff commitment to collaboration has developed from several beliefs we all hold:

1. That the problems besetting education and corrections are complex and without unilateral solutions;
2. That better solutions are developed when working with a maximum of input into decision making;
3. That participation enhances the school/work setting and reduces feelings of powerlessness, alienation and apathy.

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[2]*Ibid.*

CHAPTER EIGHT

TEMPE, ARIZONA

by Alan Brown and Gail Chadwick

. . . draws heavily on organizational development theory. Participants in governance study the process of integrative collaboration . . . .

Assumptions

The project in Arizona State University is oriented toward the development of a mechanism for studying and modifying the structure of schools and their curriculum to allow new roles to be developed for youth—roles to provide greater opportunity for responsibility. The following principles serve as the guidelines for the effort:

Youth must be assumed to be competent. All youth must be assumed capable of contributing to society. Official delinquency status or participation in disruptive behavior should be viewed primarily as symptoms of society's failure rather than individual pathology. Early in life youth acquire much of the knowledge, skills and competencies on which schools and the other adult institutions of society claim a monopoly. Youth are also competent in areas that adult institutions do not touch. The program should be designed to allow youth to build on their competence.

The program must provide youth with active roles. The alienation that is reflected in symptoms ranging from apathy to official delinquency will be counteracted only by providing youth with positive alternatives that are both personally gratifying and socially relevant.

Youth should share in the management of the program. Both decision making and staff functions should be opened to youth. This does not mean that the adults abdicate their responsibility for leadership. Rather the position they must assume is that of *sharing* responsibility in a mutual learning and developmental process.

The program should promote pluralism in several dimensions. The content and management of the program should be sensitive to the issues of racism, sexism and ageism.

The program must open options for youth. The program must create avenues for gaining experiences in the adult life arenas of work, politics, culture, leisure, and purely personal relations in a way that both gives meaning to adolescent life and equips youth to make meaningful choices in these arenas as they enter adulthood.

The program must be non-coercive. In order to insure that youth are able to actively choose alternatives, participation must be voluntary. Individuals should be able to choose to begin and continue in the program, based on its relevance to their needs. Thus, a treatment approach based upon required participation is not appropriate.

Youth must not be stigmatized by their participation in the program. The chief way to ensure that this does not occur is by building a program that involves both youth in trouble and youth not in trouble. *The need for positive alternatives exists for both types*. Because the program will not primarily involve a clinically-oriented "treatment" effort, there is no rationale for restricting it to a certain group of youth.

Organizational Development as the Framework for Change

An organizational development strategy constitutes the overall framework within which both youth programs and systems change will occur. Such a strategy is guided by a set of principles that parallel those for working with youth.

The need for change must be recognized and seen as critical. The need for change must be perceived throughout the school and the community before the process can be set in motion.

The institution must be assumed to be capable of making positive change. Problems must be identified and formulated in such a way that the institution takes responsibility for those elements of the problem that are under its control. Responsibility for the problem must be shared by all those involved in the educational enterprise rather than assigned to special groups either outside the organization (the "parents") or within the organization (the "students" or the "old line teachers").

The institution must be seen as capable of making a positive contribution to the lives of its students and all other participants. A school may not be able to solve the problems of poverty in its catchment area but it can reform those elements of its curriculum and roles that alienate students; it can develop new linkages to open student access to adult success; and it can find training for its personnel.

The process of change must involve sharing power with all participants in the system. In the same way that elements share the problem, so all elements should share in each stage of the solution (needs assessment, planning, programming, evaluation).

Change must be viewed as a series of component steps leading toward overall goals. Implementation of far-reaching master plans in a single step is typically counterproductive. While there must be an overall framework for change, this framework must provide a place for evoking individual and small group action.

The strategy developed will allow school faculty and staff to work together with students, parents, community agencies and others in redesigning education at the site school. Such an approach has six key features:

1. Power is shared equitably among all those involved in the change process, including not only the redistribution of the current balance among administration, faculty and other staff but also the *sharing with students*, *parents*, and others in the community;

2. Shared decision making provides a mechanism for *channeling natural conflict* toward problem resolution rather than toward the antagonism and alientation present in hierarchical systems;
3. *Change* is viewed as *developmental*, with a series of steps or activities leading to the reform desired;
4. The problems are defined and the nature of the individual steps or activities are determined through the sharing process, thus increasing *credibility, relevance and likelihood of acceptance* of each step taken;
5. *Competency* in the change process if fostered *for all role groups* participating; and
6. Both the permanent activities that grow out of the process as well as the shared management process itself become a *permanent feature of the renewed organization*.

I. PROJECT OVERVIEW

The College of Education at Arizona State University, in collaboration with the Phoenix Union High School System, the Phoenix Elementary School District, and the Maricopa County Juvenile Court Center, is developing this project in an effort to meet the needs of a multicultural, inner-city population of learners marked by excessive school difficulties and contact with the juvenile justice system. In the long term, we hope to build the capacity of the institutions and agencies involved to develop collaborative processes and practices for continuous school reform. Specifically, we hope to:

— Increase genuine community involvement in the schools in numerous areas including policy development, educational planning, and implementation of programs;
— Involve higher education directly in the problems of schools by developing and installing a field-based trainer of trainers model which serves a training, program planning and designing, implementation and evaluation function and generates important scholarship on school reform;
— Develop an inservice design for a school cluster which integrates preservice and inservice training and is ongoing, developmental, comprehensive, *based on organizational development literature*, and collaborative in nature allowing for greater opportunity for teachers input and implementation;
— Change the school environment by developing new practices, programs, and procedures at the schools which enhance the educational process for youth;
— Build important linkages among institutions and people who are critical in the lives of youth;
— "Dejuvenilize" the schools by developing new roles and training for youth as curriculum builders, teachers, community problem solvers, entrepreneurs, communicators, resources for other youth and community manpower;

— Make a complete analyses of the school's curriculum concentrating on reducing the time spent in remediation, improving articulation among cluster schools, developing career education concepts as an integral part of the regular school program, and initiate a flexible reentry process so that out-of-school youth may return profitably to the school at any time;
— Institutionalize these programs in the site schools and to develop adoption/adaptation strategies for influencing schools throughout the greater Phoenix area;
— Disseminate strategies for linking a college with inner-city schools and the juvenile justice system so that the important developments from the project can be shared by similar sites elsewhere.

THE INSTITUTIONS

Phoenix Union High School

Located in downtown Phoenix, this inner-city high school accounts for one of the highest enrollments of minority students in the system. The student population of 1497 students includes 445 Blacks, 662 Spanish surnames, 20 American Indians, and 12 other minority. The school is situated in a neighborhood marked by transition, wide multicultural variety, a majority of low-income residents, and among the highest crime rates in Phoenix. There are 79 staff.

In 1977, under the leadership of the principal, Ms. Doris Moten, Phoenix Union High School began a process of thorough curriculum analysis and program revision so as to assure that every student has the opportunity for a meaningful, comprehensive high school education. The development process was dubbed the *United Effort*, to emphasize the cooperative participation of the divergent groups concerned with the success of Phoenix Union High School.

Bostrom Alternative Center

The Bostrom Alternative Center was established in 1976 by the Phoenix Union High School System with the purpose of responding to the problems of student drop-outs, the number of student suspensions, and the number of student referrals to the juvenile justice system. In 1967-77, Bostrom Center served 253 students, of which 50.2% were Spanish surnamed, 18.9% Black, 1.2% American Indian, 28.5% White, and 1.2% other.

The curriculum emphasizes intensive basic skills preparation, career/prevocational preparation, and highly individualized counseling. It aims towards a diploma and future employment. Another Bostrom Center component is the CETA I work experience program which operates on a year-round basis and which provided employment for 185 students during the 1976-77 school year, and 100 students during the summer of 1977. The Bostrom Center offers an intermediary placement for troubled youth who are either school dropouts or returnees from the juvenile justice system. Students are counseled and directed towards placement in the regular or vocational high schools or gain skills for immediate employment. The staff numbers 16.

Lincoln/Herrera and Booker T. Washington Elementary Schools

Lincoln/Herrera serves 522 children of whom 89% are Spanish surnamed and 5% are Black. The staff numbers 48. Booker T. Washington serves 345 children, 32% of Spanish surname, 54% Black and 7% American Indian. The staff numbers 31. Both of these schools feed students directly to Phoenix Union High School and share problems similar to those encountered there.

Maricopa County Juvenile Court Center

The Juvenile Court Center services all youth detained by police or referred by parents, schools, or other agencies as delinquent or incorrigible. In 1976 the total staff numbered 564 (of whom 246 were probation officers—161 regular and 185 volunteers). Total referrals numbered 18,082. 2,861 youths were on probation, of whom approximately 20% were females. The Center has recognized the need for improved relationships between the juvenile justice system and the schools. Currently the Center places a probation officer in each of the high schools in the Phoenix Union High School System to help aid communication and student transition between the Juvenile Justice System and the schools.

College of Education at Arizona State University

Arizona State has nine colleges—Liberal Arts, Architecture, Business Administration, Education, Engineering and Applied Sciences, Fine Arts, Law, Nursing, and the Graduate College. On campus enrollment for the academic year is more than 35,000, with an additional 25,000 in summer sessions, extension and correspondence programs. The teaching faculty numbers about 1500 (with about 250 in the College of Education) and the median class size is about 25 students.

Phoenix Area Community

The school sites exist in a highly deprived inner-city area serving a diverse racial population. They lack the resources to create alternative educational plans, although the needs are immense. For example:

- The juvenile delinquency rate has been steadily increasing in Phoenix and surrounding Maricopa County since the 1940s.
- Phoenix has the highest juvenile arrest rate of any city of the state.
- School staffs are unable to handle the thousands of referrals received each year for a wide diversity of problems.
- 1500+ youngsters from the Phoenix Union High School community are not in school at all.
- Although decreasing yearly, Phoenix Union High School consistently has the highest dropout rate in the system (23%-30%).
- A significant number of youthful offenders returning to school fail to make a satisfactory adjustment and soon "opt" out.
- The transition period between eighth grade and high school, and the Freshman year (when the adjustment to high school is most pronounced) seem to be the most critical periods for students dropping out.

Basic Outcomes to be Sought

These outcomes will result in major improvements in the institutions, and they also require interdependence amongst the agencies. From this interdependence the project gains a "multiplier" effect: each institution pursues its own outcomes in order to further its own program aims, but each receives support and assistance from the other. The brokering of this mutually beneficial sharing is centered in the Teacher Corps project's objectives and activities. Following is a list of the five basic outcomes for this program and preliminary objectives under each outcome.

The following are key program components:

School Climate Components—These components stem from the United Effort planning and the need analyses at the elementary schools and the Bostrom Alternative Center. Many developments in this area relate directly to the EPDS as the major strategy to be used by the project to facilitate school change.

Support of United Effort—Specific support functions at Phoenix Union High School, Bostrom Alternative Center, Booker T. Washington and Lincoln/Herrera Elementary Schools; including inservice training, curriculum development, and organizational support so that within the five year period, the United Effort will have achieved its goals.

Youth Participation Program—Assistance in modification of Phoenix Union High School, Bostrom Alternative Center, Booker T. Washington and Lincoln/Herrera Elementary Schools by establishing within five years a *youth participation program* as a mechanism for improved student involvement in essential school decisions.

Revisions in Time and Course Scheduling—Improvement of the organizational efficiency and formats for program revisions by revising the activity period and instituting modified modular scheduling.

School-Community Interaction—Extension of the school's partnership with the community so that community resources are brought into the school, the school performs an outreach function to the community, a volunteer aides program is implemented and institutional "distance" or barriers are replaced by cooperative action.

School-Youth Agency Relationships—Improvement of the organizational relationships between the Maricopa County Juvenile Court Center and the site schools, so that within five years a mutually interactive support system has been developed for service to all troubled youth, especially probationers returning to school.

Personnel Development Components—The major thrust in the project is developing and implementing the field-based trainer of trainers model. Components are of various types and include activity in schools, communities and at the college.

Field Based Trainer of Trainers Model—A field based collaborative trainer of trainers approach to inservice education throughout the college of

education, capable of meeting needs of all the various client populations of the college.

School-Based Trainer of Trainers—A training program for preparing school-based trainers and will train cadres of trainers within the site school faculties so that within five years the trainers will be institutionalized at site schools and transportable to other sites.

Pre-training (Intern) Program—An intern pre-training program within the context of an overall Educational Personnel Development System, based on prior Teacher Corps sponsored activities, but adjusted to comply with the principles of field based collaborative delivery.

Restructuring College of Education Inservice Program—A prototype for changes in all college of education preservice programs so that within the five year project period a review and restructuring of preservice programs will have been completed.

Inservice Programs at Site Schools—A program of inservice activities to all staff members of the site schools using the trainer of trainers model for field based delivery and emphasizing competencies required to implement the United Effort.

Volunteer Training—A program of training for volunteers at the site schools so that by the end of the project's third year a highly skilled group of aides will be available to the site or other schools.

Non-Educational Personnel Training Component—Probation officer training will emphasize improving the relationship between the school and the juvenile justice system. These components are closely related to thrusts developed in the preceding sections.

Probation Officer Training Program Development—In cooperation with the Maricopa County Juvenile Court Center, a prototype training program for probation officers emphasizing a collaborative school-agency response to troubled youth, especially probationers returning to the educational system.

Teacher Orientation to Juvenile Justice System—To develop and deliver in the site schools an orientation module for teachers to explain the juvenile justice system in Maricopa County and to introduce techniques teachers and probation officers can use for improving communications and service to probationary and other troubled youth.

The Continuation of Educational Improvements: Institutionalization—Planning for institutionalization has been limited to achieving concurrence on the *Basic Outcomes* and other proposal planning events. Considerable research will be necessary before viable models are derived for use by the project. Since implementation in this area is not anticipated until beyond the second year, the task force will concentrate on effective design.

Institutionalization Model Development—A situation specific model of institutionalization which will be applied to positive project results during the latter years of the project.

School Site Training Cadre—An independent training cadre at each site

school during Years Three and Four, based on project developments able to meet continuing needs of that school-community system.

The Adoption/Adaptation of Educational Improvements: Dissemination—A major thrust during the planning year is establishing the dissemination system sufficiently broad to attract potential users of project products.

Process Models—Specific models of adoption/adaptation to be applied to potentially applicable project practices during the operating years.

Dissemination System—A project dissemination system.

Project Organization: The Policy Board

During the first meeting of the Policy Board (after notification of funding) expansion of the Board was recommended. The rationale for the expansion was to broaden the base of representation and involvement on the Policy Board. The Policy Board currently consists of the following members:

Members Designated by Teacher Corps Guidelines:
- — Dean, ASU College of Education
- — Superintendent, Phoenix Union High School System
- — Superintendent, Phoenix Elementary School District #1
- — Chairperson, Community Council
- — Director, Maricopa County Juvenile Court Center

Expanded Membership to Include:
- — 1 Associate Dean, ASU College of Education
- — 2 Principals (one elementary, one secondary)
- — 4 Teachers (one from each site)
- — 2 Parents (from the Community Council)
- — 1 Community Based Organization (from the Community Council)
- — 1 College of Education Faculty Member (from a task force)
- — 1 Arizona Department of Education Representative

Community Council

The Elected Community Council consists of the following representation:

Role Group	*Number*
Parents	8 (two from each school)
Community Based Organizations	5
Residents (Non-parents)	4
Teachers	4 (one from each school)
Clergy	2
Students	8 (two from each school)
	31
	+4 (optional)
	35 TOTAL

Definition of Each Role Group

Parents — Parents from among the parents of children attending the four project schools.
Community Based Organizations — Non-profit organizations serving the project area.
Residents (Non-parents) — Persons living in area served by project.
Teachers — Classroom teachers from the project schools.
Clergy — From churches serving the project area.
Students — Students attending the four project schools.

Task Forces

Three planning task forces have been established. The task forces have been the major "work units" of the project during the planning year.

School Climate Task Force

This group's primary concern has been the designing of program elements to support the United Effort at the Phoenix Union High School and related program improvements at the elementary schools and Bostrom Alternative Center. Consideration of the linkages of the probation officers to the improved school reentry system was also this group's responsibility.

Educational Personnel Development System Task Force

All training programs, including the trainer of trainers program, have been designed and developed by this group. The task force has received information on training needs related to the United Effort and other cooperative schools, to the college of education's field based participatory training of trainers program, and to intern training. It is designing unified program of training-retraining utilizing the resources of the college of education for delivery to faculties (and interns, volunteers, parents, and others) in the cooperating schools.

Research Task Force

This is a university-based group of researchers who are identifying potential research related to youth advocacy and field based, collaboratively planned preservice and inservice education programs.

TRAINING MODEL

For the project to function effectively training is necessary: the trainees are the Teacher Corps staff, task forces, Policy Board and Community Council—along with others in the constituent agencies. For example:

Youth Advocacy—Training will work toward developing changed attitudes toward youth. Teachers/Staff become insensitive to youth needs and problems. Too often students are viewed as the enemy.

— By means of a proven/tested experiential approach to training, team members (including students) will:
  1) develop positive regard for students generally, and for their participation in problem-solving and problem identification.
  2) develop a coherent perspective on student problems and concerns.
— Result: A genuine concern and sharing in students' lives beyond the purely educational.

Planning—Training will focus on skills and knowledge to plan and design project activities in a manner that will allow clear definition of goals and delineation of criteria to measure the achievement of those goals. This will form a basis for monitoring the project for its duration.

Organization Development—A managerial tool that insures the most productive use of staff and team resources in problem solving and decision making. "OD" insures against the imposition of organizational/project barriers that encumber or thwart efficient accomplishment of goals.

Team—Implicit in the foregoing is the concept of team—a collegial team committed to a common goal and using the various talents of the members in a milieu of trust so that synergy of staff effort results.

SUMMARY

A collaborative governance structure has been organized which assures structural parity through all levels from policy development through program operations. Organization development theory is used to help the teams at each level examine their process and develop the skill for improving it. As the training process becomes firmly established within the present project structure it will be used as a model, first within the cooperating institutions, and then beyond them.

CHAPTER NINE

ATLANTA, GEORGIA

by Mae Armster Christian and Chuck Fuller

. . . directly approaches the cycles of poverty and segregation. Focuses community energy on education as the means for breaking the cycle . . .

FOUNDATIONS

"What I'm pleading for is a society which offers young people a chance to truly participate . . ."

The issues and problems of troubled youth, school violence, vandalism, poverty, ignorance, and racism are real. Young people must be offered real chances to join with adults; chances to be part of the solution. Therefore, the participants of the Atlanta Teacher Corps Youth Advocacy program are working together to demonstrate the effectiveness of (1) collaborative decision-making efforts among teachers, students, parents, administrators, and youth-serving agencies who are concerned and want to see positive redirection of those unjust and irrelevant educational practices, so-called "student disruptive behavior" and who also will work to recognize, adopt, enhance, disseminate, and practice those ideas which spell success in the lives of poor people; (2) goals, objectives, activities, and curriculum systematically designed, managed, and aimed at addressing the unique and individual needs of the inner city poor—black and white; (3) processes and programs of education that is multicultural-aimed at aiding in recalling the minds of southern black youths back to who we are (Historically, southern black teachers, preachers, and parents played significant roles in building and perpetuating black pride, positive attitudes and familial concern about what happened to black children.); and (4) leadership in developing replicable models of governance, management, inservice education and curriculum planning which will result in solidifying positive school climates, institutionalization of programs of humane discipline, closer relationships between public school, community and university and the hope that more young people will become owners of a quality life space.

The leadership of the Atlanta Teacher Corps program functions around a simple philosophical conviction. That conviction is, that any hope for dealing with the institutionalized evils of ignorance, poverty, racism and continued denial of access to the good life for a segment of the world's peoples can only become real by PLACING SHARED PERCENTAGES OF POWER OVER SELF IN THE HANDS OF POOR PARENTS AND POOR STUDENTS. Further, POOR FOLKS MUST BE TRAINED IN THE POLITICS, EDUCATION, ECONOMICS, AND SOCIOLOGY OF POWER BROKERING. In the Teacher Corps vernacular, this idea is communicated as "governance with parity;" understanding cultural styles of teaching and learning; acceptance of

diversities; real parental involvement; promoting student initiated activities; and retraining experienced educational personnel for positive educational confrontation with a changed and changing universe and learner. More specifically, the Teacher Corps lesson offers a poignant case for viewing, examining, and practicing shared decision making as a basic consideration for ameliorating and possibly curing school violence, vandalism, and low achievement.

Disruptive behavior in school among young people is not a new phenomenon. It has, however, recently reached staggering proportions. But then, the entire universe has become more disruptive in nature. For example, one need only reflect for a moment and allow a finger to come to rest at any degree—longitude or latitude—on our globe to find seasons of unrest. We may have neglected to prepare our young people for these phenomena. According to B. Greenburg, 1969, conservative estimates place the direct costs of student disruptive behavior (vandalism) between 200 and 500 million dollars per year.[3] This figure does not begin to estimate the indirect cost of student disruptive behavior in terms of the negative effects attributed to other students' fear of crime and personal safety.

BACKGROUND

Recent trends indicate that the problems associated with school violence and vandalism are escalating at an alarming rate. Surveys indicate that between 1970 and 1973, assaults on teachers rose by 77.4%; assaults on students rose by 83.3%; rapes increased by 40% (Kimble, 1975).[4] Closer examination of these increases further indicate that the nature of student disruption has become worse in the degree of severity. During the 1950s, reports indicated that student disruptive behavior consisted primarily of pranks or practical jokes played on other students. During the 1960s, student disruptive behavior involved group actions such as large scale disobedience directed mainly toward the school system or the school authorities. In effect, it appears quite evident that the problem is not likely to get better or simply go away anytime in the near future, under present circumstances. The haunting questions do not go away: have our efforts to change curriculum and behaviors of classroom teachers—both pre and inservice—parents, counselors, law enforcement officials, and other significant persons kep' pace with the changing times? Are we providing real, issue-oriented programs, counseling, and activities? Or, are we utilizing the same out-dated, worn and tired methods and materials? Perhaps the more crucial questions are:

> Are we providing world and life-oriented opportunities for our youngsters to make a case for finding out who they are? Where they are, in relation to the broader universe? Where they want to go in a cosmical array where the knowledge span and increase is too rapid and complex for the human mind to comprehend?

The evaluation report of the "High School Crime Intervention Component," the Atlanta Teacher Corps, reflected encouraging support for programs which

systematically involve students. Evaluation variables for the period, December 1, 1976-May 31, 1977, included class cuts, incidents of disruptive behavior, average daily attendance. After one academic year of Teacher Corps intervention through the mini-school, all three categories reflected significant decreases of unacceptable school behavior.[6] The mini-school targeted students who were so-called "trouble makers." These students produced a film, wrote a booklet, engaged in a module designed for individualized investment in finding solutions to problems of self, school and society. Students participated in conferences, discussions, school-grounds improvement projects. Yes Virginia, students can and want to share responsibility for guiding themselves away from socially unacceptable behaviors.

Before *any* action was taken toward planning and implementation of such a program, persons responsible for "seeing it through" had to engage in some serious soul searching . . . .

As an indication of the seriousness of the acceptance of the responsibility to address these and other related questions and issues, the Teacher Corps director, staff and councils carefully studied, selected, reviewed, analyzed and discussed our personal and professional commitments as advocates for youth. Next, we adopted a series of assumptions about programs, some derived from research, some from our clinical experiences, and some from our inward reflections. The following are examples:

1. People who elect to become advocates for young people must be caring, humane, considerate, understanding, trained, and knowledgeable about the development, lifestyles and learning styles of youth.
2. Our young people need guidance, support, and systematically planned opportunities for determining their own destiny if they are to be assisted in searching for some order within themselves and within a disruptive and disrupting universe.
3. If young people are to find out who they are, participate in governance and become prepared to focus upon achieving meaningful and productive lives, the combined, collaborative efforts of family, school, higher education, social agencies and the broader community will have to be enlisted.
4. Collaboratively planned and conducted preservice and inservice programs on university campuses and in schools, corrections, and community settings can become capable of influencing positive behaviors in young people and adults.
5. Legitimate and deliberately planned opportunities for students to enter productive governance roles will stimulate the growth of adult/student alliances for influencing positive redirection of dysfunctional and antisocial behaviors.
6. The re-education of adults toward affirmative attitudes, improved skills, and behaviors of acceptance combine with change-oriented curricula, multi-role involvement and a community which values student-initiated

activities to cope with student disruptive behavior.

7. Increased joint planning and collaboration among all groups, agencies, and institutions who influence the lives of troubled youth can deter violence and school crime.
8. Training teachers who practice humane and effective classroom management techniques and alternative educational strategies, can develop a positive school climate for even the most troubled youth.
9. Parents who are encouraged, accepted and trained to participate in decision making, the daily school life and the building of coalitions with other agencies (correctional facilities and social welfare agencies) can be a powerful force in insuring effective collaborative teams.
10. There is considerable evidence to support the assumption that collaboration and coordination is desirable, operationally practical, and politically viable. It makes good sense for everyone.

PROGRAM DESCRIPTION

The Atlanta Teacher Corps Youth Advocacy project is committed to address a comprehensive array of national and local issues related to school crime, school violence, disruptive behavior and self concept. The project is located within the Atlanta Public School System and is expected to provide direction for improving discipline in Atlanta's schools and bring about the involvement of higher education and the broader community in the effort. Five area colleges, universities, a correctional facility and several major youth/family serving agencies will be involved. The ultimate goals are broad-based institutionalization of a program of humane discipline, replicable, multi-role preservice/inservice programs, and the building of strong, open and lasting systems of communication. The Atlanta prototype is designed to be a collaborative effort involving all role groups who impact the lives of children.

A one-day work-study conference was convened on October 18, 1978 to formally initiate the "planning year." Over 350 superintendents, principals, teachers, students, parents, preachers, corrections officials, politicians, community leaders, state department and university officials attended. Individuals and groups worked and planned with the Teacher Corps staff to map concepts and strategies for insuring the most effective outcomes from the Teacher Corps preservice/inservice plan. Continued broad-based planning has proved to be an essential tool for insuring exchange, sharing, and understanding of the problems and issues related to program goals.

Although the project is focused on a specific cluster of schools, (four elementary schools, one middle school, two high schools, and one correctional center), the activities will "blanket" the entire school system. Thus, the four interns will be exposed to many learning situations during their training. The interns prepare to become secondary school teachers and will receive special training in mathematics, teaching urban youth, instructional systems development and nature of the learner.

The inservice component (the mini-institute) will provide educational personnel, parents and others with skills, knowledge and attitudes related to meeting the needs of inner city students—especially those identified as disruptive.

The mini-school will provide special educational opportunities for young people.

The program will also offer: (1) broad-based orientation and training of all administrative level staff in the "Teacher Corps plan," for the education of disruptive youth; (2) activities designed to insure comprehensive outreach, information sharing and exchange, monitoring, involvement and inservice education for administrators, teachers, parents, students, and the community-at-large; (3) the dissemination of summarized versions of the discipline guidelines to every student and family; (4) supportive, follow-up, educational and advisory services to any school administrator and faculty in the implementation of individual school plans; (5) the formation of interagency networks for additional collaborative input, supportive activities, communication and general resources sharing; (6) a governance structure which will insure parity among all groups including parents and students; and (7) a well-stocked resource center that contains reference books, films, learning kits, and many other materials.

PARTICIPATING INSTITUTIONS, AGENCIES, COMMUNITIES

The Policy Advisory Board, institutions of higher education, the Interagency Panel, the Community Council, the City-Wide Discipline Advisory Council, the Superintendent s Cabinet, the Student Network, and the Juvenile Justice component make up the vital support systems of the program. Representatives of these same groups engage in the ongoing development of the program. Membership in the work groups includes deans, the school superintendent and cabinet, agency heads, students, teachers, correctional officials, and parents.

The Policy Advisory Board

The Policy Advisory Board, is responsible to make general operating policy. Membership is composed of the Dean, School of Education, Atlanta University; the Assistant Superintendent, Instructional Planning and Development, Atlanta Public Schools; and Mrs. Murphy, a parent who had never thought it possible to "sit with two such top level people to talk about anything . . ."

Institutions of Higher Education

Participating institutions of higher education include Atlanta University, Atlanta Junior College, Clark College, Georgia State University, Morris Brown College, and the University of Georgia.

Atlanta University is the predominantly black graduate institution of higher education. Founded in 1929, it is private, co-educational, and non-sectarian. It is part of the Atlanta University Center, which consists of five other institutions on adjoining campuses. Each institution maintains individual independence,

but cooperates closely in the exchange of students and faculty and the common use of center facilities.

Degrees are offered in the areas of elementary and secondary education, guidance and counseling, administration and supervision, special education (mentally retarded), reading, librarianship, social work, and business administration. A Ph. D. is offered in guidance and counseling and administration. The six year program (Specialist in Education) is available in most areas.

Clark and Morris Brown Colleges, affiliates of the Atlanta University Center, were founded as "colleges for Negroes" and still serve a predominantly Black student body. They are both church-related, undergraduate, liberat arts offering Bachelor of Arts and Bachelor of Science degrees in many areas.

Georgia State University, founded in 1913, is a co-educational state-supported, non-residential urban university. It is part of the University System of Georgia, offering undergraduate, graduate, and advanced professional preparation in a wide variety of areas.

The University of Georgia, incorporated, in 1785, is a co-educational state-supported institution under the University System of Georgia. It consists of thirteen schools and colleges at the undergraduate and graduate levels.

Atlanta Junior College, the newest member of the Atlanta Consortium, and the thirty-second institution of the University System of Georgia, began classes in September 1974. Since it is a unit of the University System, its credits are accepted by all units of the University System.

Several of the participating institutions of higher education have already moved to expand and broaden their "presence in the community." Professional development committees are more active. All of these higher education institutes are trying to strengthen the linkages between degree programs, the classroom and the broader community. The project director, staff, school personnel, students, agency heads and community representatives regularly discuss problems, plan programs, and share resources.

The Interagency Panel

The formation of an Interagency Panel is resulting in a much-increased level of regular input into decisions, participation in programs, and support for the general effort. A "core group" of agency heads meets monthly. Among those agencies that are providing either regular or intermittent input are the Atlanta Urban League, the Junior League of Atlanta, Inc., The Southside Ministers Association, the League of Women Voters, Child Services and Family Counseling, twin brothers who are proprietors of Rafael/Talk of the Town, Fashion Consultants, Metro Atlanta Girls' Club, several units of the State of Georgia Department of Education and representatives of the media. (Several of these agencies are collaborating with the Teacher Corps staff, school officials and others to plan and produce programs through their own units which will be supportive of Teachers Corps program goals.) The work of these agencies is already being felt in a positive manner within the school system. The unique

complexities which impact the day-to-day functions of the Atlanta School System make this group especially crucial to successful change for the times. A pause here to describe the student-client population seems in order.

The Student-Client Population

The Atlanta Public School System is an urban school district consisting of twenty-three high schools, eight middle schools, and 101 elementary schools. The total school system population is approximately 81,000. The Teacher Corps program will touch all of these constituents. Within the "feeder system" structure which the program is serving, administrators, teachers, parents, and students have been involved and are enthusiastic about program possibilities. Initial data indicates to us that the adults and young people in the target area are becoming more intimately involved in "self-fulfilling activities" and are more "self-discipline conscious." Inner city parents are in the schools and working in a positive manner. Young people are engaging in peer counseling and youth tutoring youth activities. These ideas, to many, appear "unbelievable" because each of the schools meets the low-income criteria. In addition, several of these schools are located in what is usually sociologically defined as a "blighted area . . ." Thus, this positive stance reiterates our knowledge that poor youngsters have excellent minds, worthy of development and the dire need for the guidance by responsible, caring, committed, and enlightened adults.

The city of Atlanta is a megalopolis, a patchwork of multiculturalism, consisting of various cultures, sub-cultures, and ethnic groups, many residing within close proximity to each other. Included in this population are numbers of talented, but troubled young people.

The Atlanta School System is made up of students whose backgrounds are often quite dissimilar and varied although nine-tenths are Black. The one factor which appears most common to a large percentage of the students which the Teacher Corps project will serve are economically poor. (About two-thirds of the total school population are also poor.) A number of these young people have been or are destined to become lawbreakers. In the target school district addressed by the Atlanta project, a large percentage of the young people have every imaginable ill of a racist society to cope with: unemployment, loitering, vandalism, drugs, poverty, poor education, low self-esteem, and many are from one parent families. As one would expect, the educational achievement levels of many of these students are below the national norms. Low achievement, low self-esteem, easily accessible diversionary elements and other problems combine to make "discipline the number one concern."

According to Dr. Sidney H. Estes, Assistant Superintendent, Instructional Planning and Development, Atlanta Public Schools, "The choice we face is between extending funds for better and more effective educational programs for children and adults in the urban centers, or the perpetuation of increased law enforcement, penal institution operations, and other forms of public assistance. It is mandatory for education to offer solutions to the problems in these target areas."

In Atlanta, as in other cities, dealing humanely with troubled youth often present classroom teachers and administrators with a most challenging and often overwhelming problem. The vicious cycle continues. The jails and prisons continue to increase their populations—made up of the souls and bodies of more and more Black youth—chiefly males. The Atlanta program is seeking to call attention to, to find some ways to call a halt to, this national scandal.

Atlanta's Teacher Corps begins with three schools and a Youth Development Center: two high schools (East Atlanta and Murphy), one elementary school (Drew) and the Youth Development Center (the incarceratory unit).

The elementary school (Drew) serves a low-income housing project—East Lake Meadows, located directly across the street from the school. The school has a population of 850 students with a professional staff of approximately fifty members, an itinerant and support staff of over thirty. There are approximately 4000 residents in this housing project, and 92% of the households are headed by a single, female parent. Most of the parents do not work on a full-time regular basis, many because of limited marketable skills and formal educational background. Those parents who could, perhaps, enter the job market must either care for small children, accept other family responsibilities, or deal with health and other poverty-related problems.

East Atlanta High School has an enrollment of about 900 students. The student population is drawn from three basic neighborhoods—Bouldercrest, Flat Shoals area, East Atlanta, and Glenwood areas, and East Lake Meadows project (2411 residents of this community are age 18 and under, with 400 students from this community attending the project high school). Five neighboring elementary schools and one middle school feed into this school. In all project schools a large percentage of the students—approximately 90%—are receiving free breakfast and lunch. East Atlanta High has a staff of over seventy-five professional and support staff.

The second high school (Murphy) has an enrollment of 1150 students. It receives approximately 35-45% of its students from the East Lake Meadows housing project. Murphy is in a post-transitional neighborhood. The area is predominantly low income, with fairly high crime rates compared to other areas of the city. Murphy has a staff of over ninety persons.

The Youth Development Center, the correctional facility, is located in Southwest Atlanta, with housing capacity of 105 students. The present enrollment ranges from age ten to eighteen. There are students assigned to the center who are residents of the East Lake community. The center is a part of the State of Georgia's "juvenile justice system." It is one of several state centers operated by the Depertment of Human Resources. Georgia, as such, has no formalized juvenile justice division. It is only recently that state government has begun to focus on need and planning for a juvenile justice structure which addresses transistory and reentry needs of adjudicated or incarcerated youth.

Young people in trouble in school or with the law, or both, have very special needs. One of the most important needs is that of supportive reentry routes.

Therefore, a stronger linkage between the schools and the center is being developed. If a youngster is sent to the training school, there is the inevitable problem of reintegration back into the home community. Meeting these needs necessitates substantial changes in many individuals. Rejectionist attitudes may mean the difference between successful reentry, innovative school program reentering or pathways to recidivism . . . Also, changes are needed in the coordination and integration of human services with educational services in the communities of the troubled youth. The Atlanta Teacher Corps project will work toward realizing these changes.

The Community Council

The elected Community Council, made up of parents of the student-client population, has a long and vital history in the Atlanta program. Presently, the Council works systematically through its regular monthly meetings to address the continued efforts to strengthen cooperation and involvement between parents and the school. This group has the benefit of the services of a community coordinator, a professional member of the Teacher Corps central staff. The group plans for its own inservice needs, conducts periodic discrepancy analyses of program goals and activities (which they assisted in designing), updates program goals for proposal input, and involves members in regular in-school activities.

In-school involvement has taken various forms. Parents have conducted workshops and seminars. They have attended local and out-of-town conferences as participants and as consultants, and returned to share findings and products. Parents have served as school volunteers—paid and unpaid. Parents also serve as representatives to other councils, commissions, and task forces.

The City-Wide Discipline Advisory Council

A group which also provides major monitoring and evaluative support is the City-Wide Discipline Advisory Council. Composed of public school teachers, administrators, counselors, parents, and students, the group meets monthly. Project director and staff representatives actively participate in discussions and deliberations. The attention of this group has been primarily focused upon assessing and interpreting progress of the discipline program as well as making recommendations.

The Superintendent's Cabinet

The Superintendent of Schools, Dr. Alonzo A. Crim, led his top-level decision makers in taking a major step. He and his cabinet sought the leadership of the Atlanta Teacher Corps in directing the system-wide implementation of a broad-based program of "humane discipline." The superintendent has consistently provided leadership, commitment, resources, and the regular input of the cabinet membership to the Teacher Corps program. The program also functions directly out of a division headed by a member of the cabinet. This level and nature of governance participation is necessary for realizing serious and lasting program impact.

At bi-monthly meetings the project director and staff report directly to the cabinet. During these valued times of communication, reports are presented, recommendations exchanged, continued support is guaranteed, concerns are shared, issues are raised and/or resolved, data shared, and so on. This level of intimate exchange and interaction is a mandate for successful and lasting institutionalization.

The Student Network

Tremendous excitement surrounded the birth of the Student Network. Made up entirely of students ("disruptive and non-disruptive"), a system-wide task force of young people emerged from the October 18th conference. Composed of one representative from each high school and middle school in Atlanta, this group will reconvene on March 7 to develop action plans. Representatives of this group designed the slogan: "CARE ABOUT ATLANTA PUBLIC SCHOOLS—DISCIPLINE YOURSELF . . ." The slogan is being printed on buttons which will be given to each school representative attending the March 7th conference. Students are already envisioning great possibilities for broadening and accepting student roles in governance. . .

The Juvenile Justice Component

Programmatically, we do not visualize the juvenile justice, or correctional, component as distinctly different from the overall program. The role of the principal of the Youth Development Center has been playing an integral part in program design and regular input. Several staff members from the Youth Development Center are involved in the inservice program. The Teacher Corps director meets at regular intervals with the YDC principal. The YDC principal is a member of the Discipline Advisory Council. The director and principal plan regularly for inservice needs and exchange of ideas. Perhaps the most significant outcome of this relationship will be the sought-after planned reentry "package" or model.

Again, the principles inherent in multi-role involvement are not new to the Atlanta program. During the development of the concept and formulation of the proposal for the Atlanta program, all affected schools and agencies were consistently involved. They were not only involved in proposal design and development, but more important, they have continued to determine many of the specific, ongoing program activities.

PROGRAM GOALS

The members of the Atlanta Consortium worked together to formulate program goals which should provide lasting alternative approaches to traditional educational environments and methods. Therefore, the major goals of the Atlanta program have been developed for the purpose of developing, validating and disseminating jointly-designed and tested models for helping urban educators, young people and parents address the needs of troubled youth. Although the constituency of the Atlanta program have labored hard to develop relevant programs for troubled children and a sense of trust and desirability for parity,

the chilling fact of the difficulty of achieving these goals remains—the tremendous odds . . .* However, the belief is that we can achieve some tangibles. We are committed:

1. To develop, implement, evaluate, and disseminate realistic and life-related educational strategies and teaching methods found to be effective—in an urban setting—for reducing disruptive behavior and increasing self concepts and high aspirations among youth and adults.
2. To develop, implement and evaluate a field and school-based model (both preservice and inservice) for training classroom teachers to teach in low-income communities within the city of ATLANTA.
3. To provide inservice training and technical assistance to institutions of higher education, project school personnel, support personnel and parents.
4. To include students in finding ways to improve reentry processes, and to improve the learning and social climate for students, both delinquent and pre-delinquent.
5. To broaden program impact through inter-agency linkages.
6. To conduct planned seminars, conferences, workshops and individualized activities . . . to sensitize the entire Atlanta community to the need.

*These authors feel compelled to remind us all that while our young people are most often blamed and must bear the criticism for continued "dysfunctional behavior," *it is not the child*. Our young people are not the key movers and pushers of drugs; they are not the controllers of the purse strings which can support training for a more productive life; they are not perpetuators of paranoid dissension and subversive acts of unethical behavior; they are not the producers of poverty, hunger and racism, they are not responsible for denying themselves a job; they are not responsible for the perpetuation of hatred, jealousy, greed, rejection, betrayal, and meanness of people against people in the universe . . .

CHAPTER TEN

DALLAS, TEXAS

by David Boyer and Richard L. Simms

. . . structural parity through an elaborate organization of inter-agency linkages . . .

Sponsors

This project is sponsored cooperatively by the Dallas County Juvenile Department (DCJD), Dallas Independent School District (DISD), and North Texas State University (NTSU). It is a graduate component which grew out of an inner-city teacher education project (West Dallas Teacher Education Project) jointly operated in the site schools by the school district and the university since 1972.

DESCRIPTION OF PARTICIPATING AGENCIES, INSTITUTIONS, AND COMMUNITIES

Dallas County Juvenile Department

The DCJD is the county agency that provides probation services and court ordered studies for the two Juvenile District Courts and the six Family District Courts. The program policy and procedure development of the agency is governed by the Dallas County Juvenile Board, membership composed of the district judges. There are 36 probation staff who are counseling with youth referred for court ordered probation of one year, 32 who counsel through school districts at the 22 Youth Action Centers. These officers function as the prevention and diversion program of the agency. The agency sponsors volunteer programs, recruiting youths and adults alike to work with youth in trouble. THERE ARE PRESENTLY 317 VOLUNTEERS PARTICIPATING IN THE DCJD volunteer services. In addition, the Junior League of Dallas contributes 30 trained volunteers to work with youth and families. Another program component is shelter care and detention. The Dallas County Detention Center is certified to house seventy-five youth on court-ordered secure detention. Shelter care was established in January 1979 at the Letot Academy for those youth who are status offenders.

One major organizational goal of the DCJD is to strengthen and expand the existing prevention services to pre-delinquent youth. One mark of progress is the opening of the shelter at Letot Academy where pre-delinquent youth will receive counseling along with their families, preparing them to return to their homes within thirty [illegible] another is the creation of continuing education services to the probation staff of the agency focusing on the skills of family crisis intervention.

Dallas Independent School District and Target Schools

The Board of Education and staff of the Dallas Independent School District are committed to providing a quality education program for all students in the district. While educational programs in many of America's largest cities have deteriorated in recent decades, Dallas, the seventh largest city in the nation, has been developing and implementing new programs.

Adamson High School is naturally integrated and has 1400 students. The community is composed of approximately equal numbers of Anglos, Blacks, and Mexican Americans. Although most Adamson students come from low income homes, a smaller number come from middle income homes.

Pinkston High School has 1800 students of whom 80 percent are Black and 20 percent are Brown. Most come from low socio-economic homes, including a large group who live in the federally subsidized housing project adjacent to the school.

North Texas State University

North Texas State University was established as a Normal College in 1890. Originally established as a teacher education facility, the University has broadened its academic scope to include eight colleges and schools with strong graduate school emphasis. However, NTSU remains the leading generator of education credit hours in the state of Texas and is in the top twenty universities in the nation in the production of professional educators. Located in the Dallas/Fort Worth Metroplex, NTSU serves some 18,000 domestic and foreign students at the undergraduate and graduate levels.

The project is designed to meet the individual needs of parents, agency personnel, teachers and students; especially students who are delinquent, who are from low income families, and who have learning problems. The combined efforts of personnel from the various constituencies are being marshalled to demonstrate the effectiveness of collaborative planning and follow-through in the amelioration of the problems of youth in an urban and disadvantaged environment.

PROJECT GOVERNANCE

Our Teacher Corps Project is governed collaboratively by representatives of the community, juvenile department, school district, and university.

Community Council

For any youth advocacy project to be successful, it is essential to gain the support of parents and community. This support can only be achieved when parents and community members are involved in decision making and are informed as to the purpose of the project and its progress. Since the project focuses on the adoption of a community-wide youth advocacy program, informed and supportive parents/community members are essential. The active participation, involvement, and support of parents and community representatives is being achieved through the efforts of our elected Community Council.

In a community where apathy is high, our first task was to get the Teacher Corps message to the people. We focused on community leaders and other interested persons by inviting them to a "town hall" type meeting which included a free barbecue dinner. Project staff explained Teacher Corps to the group and announced that a second meeting would be held in two weeks for the purpose of nominating candidates for the Community Council election.

Twenty thousand fliers were distributed door-to-door by school organizations in the two target schools. Each flier, written in Spanish and English, announced the nominating meeting, free barbecue dinner, and appearance by Dallas Cowboys' Harvey Martin and Drew Pearson. A capacity crowd nominated nineteen persons for the Community Council. Each nominee had to return a nomination petition with a minimum of thirty signatures.

Shortly before the election, fliers were again distributed in the community. Each flier, written in Spanish and English, listed position statements from each candidate and encouraged people to vote. Voter turnout was much larger than for most recent city elections.

Project Management Team

The Project Management Team is composed of Teacher Corps Project professional staff members including the Project Director, Assistant Director, Community Agency Planner, HIstorical Documentor/Evaluator, and Project Assistant. The group is responsible for the day-to-day operation of the project. It oversees the planning and implementation of activities within specific program and model areas.

Policy Board

The Board is comprised of controllers of project resources and client groups who receive project services. It responds to recommendations from the Community Council, engages resources and administrative support to implement policies and programs, and approves all operations of the project. The Policy Board is composed of the Chairperson of the Community Council, Director of the Dallas County Juvenile Department, General Superintendent of the Dallas Independent School District, and Dean of the College of Education at North Texas State University. Each member has an equal vote in all matters.

NEW ROLES FOR ADULTS AND YOUTH

Our project is constantly looking for new ways to involve adults and youth in Teacher Corps activities. Students were elected by their peers to serve on all task forces. Issues related to the involvement of students influenced the major areas the task forces selected to address. The need to prepare students and adults for their roles will necessitate a skill-building program at all levels of involvement. Training for participants in each unit has been identified and is reflected in the staff development recommendations of both the school district and the university staff development plans. There will be a blending of roles with role groups serving both a trainer/trainee function. The didactic training

will originate within the LEA's task force, the IHE's task force and within the Community Council. The practicum will be both field-based and community based with the Community Council and LEA's taking the leadership from this facet of the training experiences.

Community Council

Soon after the Community Council was elected, that group began undergoing training. A retreat focused on orienting the group to Teacher Corps and Youth Advocacy principles. The council has also received training in team building and plans additional training in the area of planning strategies. They attended a community education conference sponsored by the Texas Teacher Corps Network. Three council members made a site visit to another Youth Advocacy Project which has operated for several years. They visited with project staff, community council members, local educational agency personnel, university faculty, and corrections facility staff. Our council members returned with a number of ideas for projects the community council wants to sponsor.

The Community Council has held a series of "town hall" meetings to explain Teacher Corps to the community and to obtain community input for the project. Attendance at these meetings so far has not been as large as we would like. However, during the planning year our expectations were to establish a sound community support base, build credibility and elicit involvement and commitment. Unforeseen was the need to include the input from significant others who had major roles and investments in the welfare of the community. To accommodate this group, ex-officio members were added to the community council and included a physician from the adolescent Youth Clinic, a Catholic Bishop and a Dallas County Commissioner. This addition gives the council breadth in terms of reflecting the citizenry of the project's target community. This marked a critical milestone in developing a representative council and laid the groundwork for genuinely addressing the needs of the community.

Task Forces

During the fall of 1978, Project staff created six task forces to assist in planning future project activities. The major thrust of these task forces was to generate a list of problem issues and concerns and to rank order them in terms of importance. Then each task force recommended activities that the Teacher Corps Project could support and facilitate that would lead to program goal actualization specified previously under governance.

Each Task Force was composed of community residents, teachers, students, juvenile department staff, and university faculty. This diverse composition of task forces has proved very beneficial in providing several different viewpoints on critical issues and in fostering letter communications between groups.

CONCLUSION

We are finding our Teacher Corps Youth Advocacy Project to be enormously challenging, yet very exciting. During this planning year, we have mapped out what the project will be doing during the next four years. This planning has brought together (frequently for the first time ever) representatives of the community, community agencies, schools, student bodies, juvenile department, and university to talk about mutual concerns. Our first efforts as collaborative governance have proved quite successful and satisfying.

For a description of the West Dallas Teacher Education Project, see Richard Simms, et al., "Students Learn to Teach in Dallas Inner City," *Texas Outlook*, July, 1974, pp. 21-22.

CHAPTER ELEVEN

BALTIMORE, MARYLAND

by Charles H. Bowers

. . . an organized community reaches out toward the formal institutions. A community ready for participation searches for formal linkages . . .

The Context

An urban inner-city setting has characterized the Baltimore City, Morgan State University, Montrose Training School Project. A high crime rate, urban blight and renewal, severe cuts in funding for educational programs, high unemployment and rapid staff turnover were all factors which affected the daily lives of youth in Baltimore. Having few community alternatives, youth in need of services were ordinarily institutionalized or "on the streets."

Since 1974 the Baltimore City Public Schools and Morgan State University have attempted to provide staff training to educational and correctional institutions that serve low income youth who have experienced difficulty with the juvenile justice system. The project has provided staff development in the following areas: (a) individualized instruction (particularly mathematics and reading), (b) counseling and human relations skill training, (c) drug education, (d) sex education and pregnancy prevention.

At the date of this writing the project was completing the second year of a two-year cycle which began in the summer of 1977. During these two years the project attempted to impact the staffs and associated communities of the Montrose Training School and the Hillen Education Center.

The Montrose Training School is a State Correction institution for boys 10 to 15 years old and girls 12 to 18. The school serves as an alternative learning center for youth having been adjudicated delinquent by local authorities.

The Hillen Education Center is the other field component of the program. Hillen was originally located on the campus of Morgan State University. It is now a part of the Francis M. Woods Public School #178 in Baltimore. It was established in 1977 as a cooperative venture between the Baltimore City Public Schools and the university to provide alternative academic learning strategies and socialization skills for those students, aged 13 to 16, who have been labeled by their home schools as exhibiting consistent patterns of disruptive behavior. These behaviors included: physical assault on teachers and peers, the inability to adjust to a large school facility or large classroom setting, involvement in delinquent acts, damaging school property, etc. Hillen Education Center is also used as a transitional center for youth returning from training schools, such as Montrose or other juvenile services agencies, and for those who are under juvenile jurisdiction.

Program Structure

As a two-year cycle program, project governance was achieved through the mechanism of a steering committee. In the context of the structural *vs* process parity model described earlier in this monograph, the steering committee facilitated process parity. It did not, however, emphasize structural parity. Membership on the project steering committee was voluntary and emphasized program focus and activity. For example, as the program stressed parent involvement, membership on the steering committee reflected greater involvement of parents.

Thematic Approach

The project was particularly concerned with impacting the relationship between educational deficit and delinquency. During the first year (1977) the major project focus was on providing staff training to teachers and administrators in the design of individualized student academic, social, and vocational plans. It provided workshops, seminars, and supervised independent studies for academic credit. Travel was also provided for teachers and administrators to attend professional meetings and to observe individualized programming in other locations.

In the second year of the project, while continuing to offer staff training in individualized instruction, the project focus shifted to a parent education model. Throughout the year, a series of training workshops for parent volunteers was held in Baltimore. Workshops were designed by parents and community volunteers with the assistance of project staff. Some of the training materials were adapted from existing materials in use by other Teacher Corps Projects. Other materials were invented by parents and project staff. Programs that resulted from this effort included the following:

1. Coping Skills for Parents (stress management, coping with aggression).
2. Parent Effectiveness Training.
3. Crisis Intervention Skills (particularly as related to drug and alcohol abuse).
4. Sex education and adolescent pregnancy prevention.
5. Personal Decision Making Strategies.
6. Parent Tutoring.
7. Organizational Development and Planning Skills.
8. How to Support Youth Initiated Programs.
9. Teaming With Teachers.

Lessons Learned

In reflecting upon three two-year cycles of involvement with Youth Advocacy in Baltimore, four items directly related to collaboration have emerged.

(1) *Collaboration among higher education, correctional institutions, public schools, and the community is difficult to achieve in a two-year span.* Continuous change in staff and school sites and factors essentially un-

related to project design (such as urban renewal and racial tension) make serious impacts on the effectiveness of the program. It is difficult for the project to rebound from such impacts in a short period of time.

(2) *Parent involvement in decision making and parent training is a key element in providing support for teacher education programs*. For example, the project found in designing training programs that would support student initiated activities that values shared by parents dictated an adult supervision approach rather than a *laissez faire* approach. Parents would not participate in teaming with teachers until issues arising from their own values and expectations were negotiated with teachers, administrators and project staff.

(3) *The negative effects of labeling students as trouble-makers by their very placement in an alternative public school are difficult for teachers and parents as well as youth to overcome*. Individualized programming and team support systems seem particularly critical to obtaining successful results in these settings.

(4) *Defining staff roles and providing for adequate protection of staff, teachers, administrators, youth and parents as they experiment with new behavior is difficult without the provision for a cohesive and strong project governance system that has structural parity*.

CHAPTER TWELVE

INDIANAPOLIS, INDIANA

by Irving J. Levy and Diana Allen

. . . the deinstitutionalization of a major corrections institution requires great changes in the interface between schools and troubled youth . . .

INDIANA

I. PROGRAM DESCRIPTION AND BACKGROUND INFORMATION

The Indiana Youth Advocacy Teacher Corps Project is sponsored by the Indiana Girls' School, Indiana University, the Indiana State Department of Public Instruction and the Indiana State Department of Correction.

Description of the Participating Agencies and Institutions

Founded in 1820, Indiana University (IHE), is one of the oldest state universities west of the Alleghenies. It is ranked tenth largest in the nation with an enrollment of nearly 77,000. With a faculty exceeding 3000, its more than 100 departments offer some 5000 courses of instruction.

The Indiana Department of Public Instruction encompasses twenty-four state divisions. These divisions fall into two main categories: service and regulation. Thus, the department seeks to enforce both federal and state regulations while providing appropriate technical assistance for local schools including the development of comprehensive curricular programs for students K-12.

The Indiana Department of Correction serves a fluctuating population of inmates (5576 on January 30, 1979) with a variety of institutions, camps, and centers. Upon admission all inmates are diagnosed by three commission schools, Adult Basic Education, General Equivalency Diploma, Vocational, and Remedial programs.

Indiana Girls' School is the sole correctional facility of the state for youthful female offenders adjudicated through the courts of Indiana. The residential population ranges from 150 to 200. About 450 girls from ages 6-12 are committed yearly. The average length of stay is six months. About 180 staff members work at the school, including correctional officers, supervisors, counselors, teachers, administrators, clergy, health, custodial, and support personnel. The institution tries to have an integrated program for each girl to enable her to mature and develop to the maximum of her capacity—physically, emotionally, intellectually, and spiritually. (VanBrunt, 1977).

Eliza Hendricks Junior/Senior High School (LEA) is located on the campus of Indiana Girls' School with a faculty of eighteen certified teachers and two administrators. The school is fully accredited by the state of Indiana and offers

a normal range of academic subjects with additional vocational programs. In addition, there are a variety of special programs.

The community served by the Indiana Girls' School (LEA) is actually the entire state of Indiana. Because a "community component" could not feasibly cover the entire state, the community-related activities focus on two major metropolitan counties which contribute a high proportion of the inmate population—Marion County (Indianapolis) and Lake County (Gary). Community agencies serving youth in these locations were contacted for support and representation on governance councils.

Program Goals

Although the program goals have been amended somewhat from those defined in the proposal, the adaptations made through collaborative planning by governance structures have made the program goals more reflective of the needs and desires of the LEA and IHE. After six months of in-depth research into these needs and desires, the following program goals have been identified:

a) To train four interns in teacher certification areas appropriate to the correctional setting, including emphasis in diagnostic-prescriptive teaching, ultimately earning Master of Science degrees in education.
b) To provide inservice programming for both the educational and treatment staff at the correctional facility based on a responsive goal identification model of needs assessment.
c) To collaboratively develop a proposal for a new teacher certification for correctional educators.
d) To serve as a demonstration project for correctional education training with emphasis on Planning, Needs Assessment, Implementation, Institutionalization, Documentation, and Evaluation.
e) To facilitate professional development for IHE faculty by providing opportunities to attend professional conferences designed to encourage intra-departmental inservice programs.
f) To seek IHE faculty members who have expertise in the areas which emerge in the inservice needs assessment. To establish the role of Educator in Residence in which IHE faculty are assigned to the site school to serve as content area expert, facilitator of programs, processes, and products and as resource for instructional materials.
g) To develop linkages in the governance structure of the program to promote institutionalization for continuing collaboration among community and state agencies and institutions after the life of the project.

OUTLINE OF PROGRAM AND GOVERNANCE STRUCTURE OF PROJECT

The collaborating institutions in the Youth Advocacy Project are the local education administration, the university and the community. Although there already existed some linkages among these three, more formal structures were

set up for the governance of the project.

The project staff is one formal structure. Individual staff have direct responsibility to act as avenues of communication between each institution and the project. In addition, the Institutional Coordinator has responsibility to facilitate cooperation among the institutions, other cooperating agencies, and the Youth Advocacy Project.

Policy Board

The Indiana University Youth Advocacy Project is planned and supervised by the Policy Board which includes the following members:

a. The Dean of Indiana University, School of Education
b. Superintendent of the Indiana Girls' School
c. Assistant Superintendent of the Indiana Girls' School
d. Principal of Eliza Hendricks Junior/Senior High School
e. Director of Community Services for the Indiana Youth Authority
f. Assistant Superintendent for Federal Affairs, Indiana Department of Public Instruction
g. Chairperson of the Community Council
h. Institutional Coordinator from the Indiana University Youth Advocacy Program staff

The Program Director acts as a consultant for the Policy Board, attends Board meetings and clarifies as necessary.

The Policy Board validates the goals and activities of the Program. The linkages developed through the collaborative planning of the Indiana University Youth Advocacy Program are hoped to be institutionalized, providing for continuing collaboration among these agencies and institutions.

Additional linkages are from the Community Council to the Policy Board and from the Policy Board to the Project Staff. The Community Council (see below) will provide input to the Policy Board to aid them in their decision making. In addition, the Project Staff has responsibility to give input and assistance as desired by the Policy Board and to respond to the planning and supervision by the Policy Board.

Community Council

The Community Council is made up of elected representatives from the cooperating institutions and agencies. Representation includes:

a. Three Indiana Girls' School staff members
b. Two SEA members
c. Two parole officer staff members (one from Marion County and one from Lake County)
d. Two members from the Department of Correction
e. Two university members (one from the School of Public and Environmental Affairs and one from the School of Education)
f. Three members from the community and
g. Four Youth Advocacy Staff Members

The community representatives were nominated by the supporting agencies and elected by parents of the girls who are in residence at Indiana Girls' School. This Community Council will serve for the entire five years of the project to establish continuity.

The Community Council serves as an advisory body for planning, implementation, and evaluation. It is intended that the Community Council will promote parity among the institutions and the community. Such parity will help to ensure that planning, implementation, and evaluation activities are seen from the perspectives of each participating agency. The relationship between project staff and the council is pivotal.

Members from the Youth Advocacy staff serve as support for the Council, make arrangements for training of the Community Council, as requested by Council members, and respond to their directions and guidance. The balance of governance depends on this reciprocal relationship.

Governance Structure Operations

The governance structure has performed effectively. Two crucial decision points were the Community Council elections and the Inservice Needs Assessment.

The School/Community Council, which was established during the 11th Cycle Project, served as a temporary Program '78 Community Council. This council was responsible for conducting the election of the permanent Program '78 Community Council. The guidelines for this election, as suggested in the Indiana University Youth Advocacy Proposal, are as follows:

> "Each member of the temporary Council will submit the names of two individuals (one of which can be him-or-herself representing his/her particular role on the Council. The individuals will then be asked to attend an information and organization meeting. All individuals will be afforded the opportunity to ask questions and speak on their own behalf. Elections will then be held to determine the composition of the final permanent Community Council, each person voting for one person from each role group."

The 11th Cycle School/Community Council met, as did the newly appointed Policy Board, to consider the issue of Community Council elections. Modifications in the guidelines were negotiated in an attempt to strengthen the elected representatives' roles, the responsibility for nominations was placed with the concerned agency or institution. The nominations from the community were received from a number of Marion County organizations. Within each agency and institution the representatives were elected by their colleagues.

The community representatives were elected by the parents of the residents at Indiana Girls' School. With a desire to have permanent representation for the length of the project, and because of possible infringements of state privacy laws, it was not feasible for the parents themselves to be members of the Community Council. As a solution to this dilemma parents voted for community representatives nominated by the agencies and institution—an agree-

able compromise to them. The election was held at the Indiana Girls' School during the weekend visiting hours when parents were available. The resulting Community Council is a very representative group of individuals from agencies, institutions, and community organizations that will continue to operate collaboratively with the Policy Board and project staff to produce the best possible decisions at critical points of the duration of the project.

The Policy Board and project staff began working on a Needs Assessment model while the Community Council elections were still being held. Their decision was to develop a Needs Assessment instrument for use by the Indiana Girls' School faculty and treatment staff. The instruments were developed through the Goal Identification process (McKenzie, 1973) and included the following categories: 1) critical goals that are missing; 2) goals that need strengthening; 3) nonessential goals, non-critical areas; 4) goals already attained. The goals will be prioritized by the Indiana Girls' School teachers and treatment staff.

During the process of developing the instruments and gathering the data, many resources were tapped, including the prospective participants, research on needs assessment, the leadership of participating agencies and institutions, the community council, and knowledgeable experts in the areas to be considered. Interviews, Nominal Group Technique (Siegel, 1978), research, observation, group decisions, and surveys are used.

The end product is a single complex instrument, titled "Responsive Education and Career Harmony" (REACH). It was administered to the Indiana Girls' School teaching staff and, with minor adaptions, to the treatment staff.

II. TRAINING MODEL FOR DEVELOPING COLLABORATIVE GOVERNANCE

As the governance bodies were forming, specific skills were identified to be developed within each group determining the scope of their training needs. Training was not immediately requested by the Policy Board. It was decided that appropriate training would be provided as skill deficiencies were noted. Representative members of the Policy Board were included in Network and Loop conferences and training functions to keep the Board abreast of Teacher Corps policies and available training for governance.

The Project Staff

The Project Staff decided that communication and documentation were areas needing skill-building. A system of journal keeping by individual staff members was designed and implemented, and made accessible to all staff members. Frequent staff meetings are held to keep communication channels open. Training sessions presented by the Network and the Loop and the documentation contractors have been attended by one or more staff members and by representatives of other governance bodies as well. Information and training gained at these sessions have been shared with the entire Project Staff.

The Community Council

The Community Council has asked for ongoing skill training over the entire grant period. As other needs are determined, they have indicated that they would seek further training. Council members will be used as trainers wherever possible as will members of the governance bodies.

The Council has begun training in "Discovery Process." The Discovery Process embodies a "total" field experience for all participants. They are not listeners, or observers, but are actually involved on the streets and in their communities. Discovery operates on the belief that learning is a total life process. It is an extremely sensitive process and one that demands rigorous reflection at all levels (Kent, 1976).

The strength of the Discovery Process comes in a person's ability to make visible the physical, economic, and social interactions of his/her daily existence. The vehicle for visibility is description. Such descriptions help people build their own theories for life, for living, for action.

The description is divided into three areas:

1. Physical
2. Economic
3. Social

The *physical* description includes physical barriers that exist in a community such as: railroad tracks, rivers, one-way streets, etc. It also includes the physical layout of the community, the types of houses and businesses, schools, and churches. Natural gathering places and pathways are also uncovered in the physical description.

The *economic* dimensions of a community include where people work and the location of economic facilities. Economic descriptions are the key in understanding how community resources are utilized or exploited.

In every community there is a social network. Through descriptions these networks are made visible. Once these are visible we begin to see how the people are managing their lives. Social descriptions enable a person to be aware of these management systems and as a result of this, to use the management to his/her advantage.

Once descriptions are made there needs to be mechanism for assimilation of the data. This process is accomplished through reflection.

Descriptions are recorded for all participants. From the recorded descriptions the group is able to determine themes and issues. When an issue is uncovered the group can begin to develop strategies for dealing with the issue. Strategy development leads into implementation of the strategy and finally re-description. The entire process is cyclical with description occurring whenever necessary.

Task Group Orientation (T.G.O.) is being considered by the Community Council as a second training series. TGO is an adaptation of the Participation Training Design (Bergevin, et al., 1965). It is a process that can be used by

decision-making and problem-solving groups in order to reach conclusions representative of all participants. The design enables group members to structure discussion content, organize intra-group relations, recognize behaviors which help group productivity, and install conditions which are conducive to group achievement. Five areas can be identified in the design.

1. Procedures for selecting Topic, Goal and Outline
2. Roles of Leader, Recorder, and Observer
3. Conditions of group effectiveness
4. Behaviors demonstrated by a group
5. Steps to program planning and development

The three structural elements which provide organization for discussion by Task Group Orientation groups are the Topic, Goal, and Outline. The topic is a problem stated in the form of a question. Regardless of the type of group decision-making, problem-solving, or other—the more significant topic will be one closely related to the beliefs, goals, and experiences of the group participants. During the experience participants gain experience in focusing on the topic. After a tentative topic is agreed upon, one or two provisional goals are identified in relation to the topic. As with the topic, goals which are related to the participants' own feelings and understandings lead to the most effective discussion. The outline is determined after the group has selected the topic and goals. The outline may be a series of questions, tasks to be accomplished, or phrases and words to indicate the direction of the discussion. The outline should be arranged in the most convenient way to facilitate the achievement of the goal or goals. Because each of these structural elements are tentative, they may be adapted or altered with the consensus of the group.

Participants serve voluntarily in the roles of Leader, Recorder, and Observer. The leader coordinates and facilitates the discussion, helping the participants work together effectively. When the group is able to work together without his assistance, the leader fades into the background. The recorder keeps a record of the discussion as it develops. He may record as many contributions as possible or only those which are major points of the discussion according to the wishes of the group. Most groups wish to have the recorder write on a blackboard or flipchart to make the notations visible to the entire group. The observer watches how the group functions as a discussion team. He makes a note of his observations and reports them to the group when called upon. Although the styles of observation may vary, the role of observer is a service to the group and may be adapted to respond to the desires of the group.

The conditions of group effectiveness serve as norms for the discussion. Shared planning, shared evaluation, voluntary expression, effective listening, consensus-testing, mutual acceptance and other norms determined by the group lead to a non-threatening milieu conducive to trust formation.

The Community Council also hopes to get training in Parliamentary Procedures to enable them to conduct their meetings more effectively. The major

problem with the Community Council training is the limited available time. Council members have attempted to schedule training to coincide with their monthly meetings.

III. DESCRIPTION OF NEW ROLES

The Policy Board is made up of individuals who, due to their leadership positions in their agencies and institutions, have participated in similar policy-making bodies. Representatives who are new to the Indiana University Youth Advocacy Policy Board have been included to ensure maximum collaboration among all agencies and institutions with which Program '78 might interface. Thus, they are Board members because of their own and their institution's or agency's interest and involvement.

The Community Council involves the development of entirely new roles, although it is based on the School/Community Council concept from previous cycles of Teacher Corps. By nature of the elective process, the roles have changed from the ones developed in the previous councils. Being an elected representative involves a responsibility to those constituents who are represented adding a new dimension to this role. The representatives from community organizations who were elected by parents of incarcerated youth have an additional responsibility to represent the families of the girls. Thus, they must examine issues from the community's view as well as the family's view in the event that they differ.

The Planning and Implementation Committee is a new group composed of two representatives of the teaching staff and two of the treatment staff of Indiana Girls' School serving with two members of the Project Staff. This committee has the task of implementing the identified goals of the Inservice program. They will develop objectives from these identified goals, seek avenues to meet these goals, research available expertise, make programming arrangements and follow through with evaluation. The collaborative workings of this committee would facilitate the training of Indiana Girls' School personnel in these organizational skills, thus providing the institutionalization of the inservice program beyond the time limits of the Teacher Corps program. This Planning and Implementation Committee will have the task of ongoing assessment of other educational needs of the teaching staff and treatment staff at Indiana Girls' School.

How New Roles Function

A major emphasis of the project is to promote collaboration as the basis for the broad role-group representation on all governance bodies. The make-up of the Policy Board and the Community Council has been deliberately varied to allow all interested agencies, institutions, and organizations to participate. Maximum interfacing among these participatory groups is also a goal. Many groups work with these incarcerated youth but only through their collaborative effort can the potential of the project be realized.

Another major emphasis is to open communication channels as an avenue to reduce alienation. The election of representatives for the Community Council increases access to the decision-making process for the diverse participatory agencies, institutions, and organizations. By involving such representation in collaborative planning and evaluation, the impetus for institutionalization of such shared planning and evaluation is increased. The opportunity for experience in the collaborative governance structure will initiate linkages and relationships which will continue past the duration of the grant period.

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PART III

Across the Projects

CHAPTER THIRTEEN

GOVERNANCE ACROSS THE PROJECTS

by H. W. Meyers*

. . . the projects study themselves. A baseline of data is built to track perceptions of governance and ways of improving its structural and process dimensions . . .

Documentation

The Loop documentor/evaluator was charged with the responsibility of generating an investigation in which persons involved in all of the projects were interviewed to determine their perceptions of the types of participation that have been achieved within the governance structures, their opinions about the nature of the obstacles to be overcome, and their views of solutions to some of the generic problems in these complex projects. The importance of the investigation is the sharing of information among the projects enabling them to develop a picture of what has been achieved and what remains to be done, especially to bring about process parity. While building a data base and reflecting on it the project managers are applying to themselves the medicine they are prescribing for the society—to face the facts squarely and to build options from an understanding of the facts and a careful consideration of the alternatives. In the years to come this type of investigation will be continued enabling the projects to determine their progress in common and hopefully, to build a base of clarified lessons learned on which future efforts can build.

In September 1978, the ten projects decided to survey persons involved in project governance from each of five role groups: personnel from Higher Education, Schools, and Youth Serving Agencies, Public School Students or clients of the Juvenile Services, and Community Representatives. The Project Directors worked together to design questions in such a way that the specific questions would be pertinent to each project, but the results could be shared among the ten projects.

In March of 1979 five respondents from each role group in each of the projects were selected and project directors or their designees carried out the interviews. The results of these interviews were then shared with the Loop Evaluator/Documentor who compiled the data reported here.

The report is organized around the following questions:

1. What are the respondents like?
2. What do they believe their projects focus on or emphasize?
3. How do they describe governance in the projects?
4. How congruent is their perception of the state of governance?

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5. What involvement would they themselves like in the governance process?
6. What do they think are the chief obstacles to overcome in order to bring about successful collaborative governance?

Limitations

The survey is exploratory in nature. Each project surveyed five individuals per role group and those individuals were selected by the project director on the basis of their involvement with the project. No attempt was made to standardize the interview process by training those who administered the survey. (However, the instrument was highly structured.)

The number of expected respondents per project was twenty-five (five from each role group). The number of repondents per role group across projects was, therefore, fifty; and the total number of respondents was, therefore, two hundred and fifty.

The analysis was designed to compare role groups, certain aspects of projects, and to compare "Twelfth Cycle" and "78" projects. For example, Twelfth Cycle projects were completing the second of two years of operation and "78" projects were completing the first of five expected years operation.

THE CHARACTERISTICS OF THE RESPONDENTS

School Personnel

Teachers, administrators, counselors, and other school personnel participated in the survey. Fifty percent of the respondents were teachers, and fifty percent were administrators, counselors, and persons in other positions. Four-fifths have been involved in professional education for at least ten years and nearly eighty percent have earned graduate degrees. Seventy-five percent work in schools having between 500 and 1500 students.

Approximately half of the respondents had been involved with the Teacher Corps Program less than one year at the time the survey was completed. Nearly a third had been involved with Teacher Corps Programs for more than two years.

Students

Nearly all the students who were surveyed are in high schools associated with the Teacher Corps Projects. Most live with their parents. About half expect to go to college after graduation from high school. The rest plan to work when they complete high school.

Higher Education Personnel

Most of the higher education personnel who were interviewed were fulltime staff who specialize in preservice or inservice teacher education. About half have tenure. Three-fourths have been teaching in college for at least four years (about half between four and nine years). Nearly all have had public school

teaching experience. For most (75 percent) this experience occurred at least six years ago.

On the average, the higher education respondents have been involved with Teacher Corps for three years. For most, Teacher Corps is not their first "action-oriented" teacher education prior to becoming involved with the Teacher Corps Program. Two-thirds reported prior experience with a community action group. A third indicated that they had had experience with collaborative governance approaches to teacher education before becoming involved with the Teacher Corps Program.

Youth-Serving Agency Personnel

All Youth-Serving Agency personnel have bachelor's degrees and about half have master's degrees. They typically work in communities larger than 500,000 people and the scope of their responsibilities is focused on large areas, i.e., cities, counties, regions or states. Most have been involved with Teacher Corps one year or less.

Community Members

Most community members who responded to the survey were 35 years old or more, have at least a high school education, and live in a city or town of at least 250,000 people. Nearly 60 percent of them indicated that they live in an "inner city" area.

Most (nearly 90 percent) were parents of school age children and had had experience with both PTA type and church-affiliated groups. Many have had previous experience with collaborative governance and have had training in leadership, group dynamics, personal effectiveness and other types of training in collaboration. About 50 percent of the respondents reported having training prior to or during the first year of the Teacher Corps Program. Prior to Teacher Corps they have had little experience in school-related governance groups such as Title I advisory boards, or school boards. About eight percent have served on a local school board.

WHO IS BELIEVED TO GOVERN THE "78" PROJECTS?

According to Teacher Corps regulations for Program '78, the authority for making decision about policy, program development, budget control and hiring and firing of program personnel rests with a representative group of decision makers drawn from higher education (i.e., the dean), the public school system (the superintendent or his designee), the chairperson of the Community Council and the Commissioner of Corrections (or youth serving agency director or his designee). It is expected that there will be equal representation among these four groups. Additional members of the Policy Board can be added during the developmental year as groups are identified that should be represented because they are important to the project.

The respondents were asked to indicate who, among thirteen possible categories of people, were, in fact, represented on Policy Boards in Youth Advo-

cacy Projects. It appears that all thirteen categories are represented in program governance among the ten Youth Advocacy Projects. (see Table One)

TABLE 1
DO RESPONDENTS BELIEVE THAT THE FOLLOWING GROUPS ARE INVOLVED IN POLICY MAKING IN PROGRAM '78 YOUTH ADVOCACY PROJECTS?

LEVELS:
H = HIGH, 63-100%
M = MID, 30-62%
L = LOW, 0-29%
X = 45.5
α = 16.2

RESPONDENTS	GROUPS													
	COLLEGE ADMINISTRATORS	COLLEGE FACULTY	SCHOOL ADMINISTRATORS	SCHOOL FACULTY	TEACHER ORGANIZATIONS	PARENTS	PARENT ORGANIZATIONS	COLLEGE STUDENTS	SDE's	YOUTH	STATE DEPT. CORRECTIONS	YOUTH AGENCIES	BOARDS OF EDUCATION	OTHER
SCHOOL	M	H	H	H	M	M	M	L	M	L	M	M	L	L
STUDENT	M	M	H	H	M	M	M	M	M	H	M	L	M	L
IHE	H	M	H	M	L	M	M	L	M	L	L	M	L	L
AGENCY	M	M	M	M	L	M	M	L	L	L	M	M	L	L
COMMUNITY	M	M	M	M	M	M	M	L	L	L	M	M	L	L
AVERAGE RANKING	M	M	H	M	L	M	M	L	M	L	M	M	L	L

It is evident that most respondents believe that the projects are governed by a coalition of school, IHE, community and youth-serving agencies or corrections representatives. Student involvement is the area of the greatest difference among the five role groups. Students think that they are involved in project governance much more than the other respondents do.

Community Council Involvement

There is general agreement that all role groups are represented on the community councils. Apparently many people play multiple roles with the same organization. College administrators and faculty, school district personnel, state education department personnel, students and people who work for corrections and youth-serving agencies, even school board members often serve on community councils. However, while many roles groups are represented on councils, the majority of members are parents and representatives from community organizations.

Task Forces and Committees

Like Policy Boards and Community Councils, committees and task forces also broadly represent the constituencies. All role groups report that no one dominates the program-planning groups. Also, most respondents believe this is a good condition—they do not believe that a clear majority on the part of any one group would be a good idea.

Summary

In all phases of project governance and planning a wide variety of role groups are involved in Program '78. It is also evident that broad involvement in governance and planning exists on three levels, mainly, the policy making or Policy Board level, the Community Council level, and the program planning, or task force and committee level. Also, project personnel frequently play multiple roles across these three levels.

There is general agreement among role groups that project governance is balanced as it ought to be. Over 95 percent of all role groups indicated that *no group should have a clear majority on the primary governance board.*

THE PROCESS OF INVOLVEMENT

There was agreement that school personnel, agency personnel, community representatives, university representatives and students ought to be formally represented on official decision-making boards and that they should be involved both in planning and operations. (Students were slightly less sure than the others about how much they should be involved in operations.

There was nearly unanimous agreement among all groups except university personnel that it is appropriate for all role groups to be involved in establishing goals, setting policy, monitoring program development, controlling the budget and hiring and firing of paid staff. The respondents from the institutions of higher education are less certain that they should be involved in the details of

planning and operations. Students are less interested in being involved in the hiring and firing of program personnel than were the community, school, and agency groups.

There was general agreement among respondents that it is appropriate for all role groups to act in an advisory capacity to the board of education and to encourage school districts and universities to develop better programs in teacher education.

However, most believe that project staff should control the day-to-day operations of the program. More community representatives and school representatives are interested in day-to-day control than are higher education representatives, agency representatives or students.

Barriers to Collaborative Governance

Across the role groups there is general agreement that the most significant obstacles to the achievement of collaborative governance are lack of skill in cooperative decision making and the existence of vested interests which inhibit open communication. Many also believe that the lack of a conceptual framework for decision making is a barrier to collaborative governance. Lack of financial support for collaboration is seen to be a barrier by all groups (somewhat less by higher education personnel). With the exception of the community representatives, the most respondents felt that the pressure of time and competing priorities were barriers to collaboration.

There was nearly total agreement among the role groups that there was a serious and pressing need for collaboration—the obstacles should be overcome!

THE PROJECT EMPHASIS

There is close agreement among the role groups that alternative education and education for the economically disadvantaged are the major emphases in all the projects. There is substantial agreement that education for the remediation of under-achievers, career education, multi-cultural education and drug education are important project elements. However, IHE and community personnel consistently ranked multi-cultural education higher than did the other three groups as an area of project emphasis. Also, agency personnel, community members and IHE personnel consistently ranked drug education higher than did either students or school personnel.

SUMMARY

Most of the findings in this study could be expected from what we already know about people involved inter/agency collaboration. For example, the results are similar to those obtained during the evaluation of the Urban/Rural Project.

The Youth Advocacy Projects seek to involve a wide range of role groups in governance. *Our data indicate that while the emphasis on project governance is clearly on the collaboration between and among schols, IHE's, agency rep-*

resentatives and community, many othere are also involved at both the planning and operational levels.

The students appear to have positive attitudes toward governance that encourage our belief that they would engage even more fully in decision making. To the degree that other role groups do not share in this perception, the students will need strong levels of support if they are to be involved as we would like.

It will be interesting to see how the perceptions about governance and its problems change over time. Perhaps most important will be the perceptions of the *obstacles* and the *inclusion of the students*.. Thus far the views toward collaboration and its possibilities appear to be positive and we are confident that experience combined with training will make them more so.

CHAPTER FOURTEEN

A REVIEW OF PROJECT STUDIES

by Henrietta Schwartz*

. . . Henrietta Schwartz reviews the (1) governance, (2) social organization and emerging role relationships, (3) training technologies and delivery systems of the projects as reported in ten studies . . .

I. Introduction

Program cultures like good wine take time to create. Both experience periods of fermentation and mellowing. In cultures, structures and functions emerge, interact and change through time. Viewing the ten Youth Advocacy Projects of the Federal Teacher Corps program as an emerging culture, with ten distinct subcultures, allows for the examination of the universal aspects[1] of the Youth Advocacy Program, yet recognizes the uniqueness of each local project.

The Teacher Corps Youth Advocacy Program is a social welfare program in the sense that the projects are committed to develop, attract, train, and retrain educational and related personnel who will provide relevant remedial, basic and secondary educational training for predelinquents, juvenile delinquents, youthful offenders and adult criminal offenders. Most projects have as their primary client group youth within the state's compulsory age requirements, who have been identified through some existing process as delinquent, pre-delinquent or disruptive. The projects have a clear relationship to the juvenile justice system in their locale, as well as to the public education agencies. Project objectives incorporate elements of institutional change which may include modifications being sought in the juvenile justice system as well as in the public education system. The projects aim to retain in, or return troubled youth to, the regular school settings, or to provide alternative educational experiences.

II. Some Guiding Theoretical Concepts

Teacher Corps has been described elsewhere[2] as an organization which values a transactional style of organizational leadership.[3] The transactional style of

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[1]H. Schwartz, "The Culture of a Conference: A Goal-Free Evaluation of the Youth Advocacy Loop Conference", Technical Report #18, Roosevelt University, College of Education, Research and Development Center (Chicago, Illinois) 1978.

[2]Henrietta and Bernard Schwartz, "The Development of an Interagency Agreement", U.S. Office of Education, Teacher Corps (Washington, D.C.) 1978.

[3]J.W. Getzels, F.F. Campbell, J.M. Lipham, *Educational Administration as a Social Process, Theory, Research, Practice* (New York: Harper & Row, 1968).

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organizational management assumes that each project is a unique social system characterized by institutional role sets (i.e., teacher-student, doctor-patient) and expectations filled by persons with individual needs. Rather than emphasizing a "by the book" administration or operating the organization to meet individual needs only the transactional style emphasizes the interaction of the institutional expectations and task accomplishment and individual needs and sensitivities. Inherent in the transactional style is a value on collaboration and participation by involved agencies and individuals. A Teacher Corps Youth Advocacy Project further fits the conditions of the transactional model in the following respects.

First, it is a temporary organization requiring the cooperation of universities, communities, and school districts at the local level to function effectively. Second, the Teacher Corps programs tend to be new and experimental to the participants and require constant input of data from research and evaluation to self-correct operations. Third, the collaborative model of maximum participation of the decision making process is seen as a valued end in itself, in addition to the assumption that wide participation ensures ownership and commitment to program goals. Given these conditions, it seems appropriate and useful to look at the governance component of the Teacher Corps Youth Advocacy Projects as displaying the three characteristics of a collaborative transactional organization.

In terms of the structure of the arrangement, one would expect to find *parity* among the agencies involved in the agreement. That is, there would be joint decision making and much consultation among the agencies regarding the nature of the program, the thrust of the field based activities, the fiscal management, monitoring, etc. Second, if parity is a key term in structure, *interface* is a key term in role definition. One would expect to find a series of roles at the national and local level which function as liaisons between the agencies and the program components. The task of persons in these national and local roles is to interpret the program to the involved people, gain their understanding, sympathy, support, and assistance, to accomplish the administrative work necessary for the relationship among the agencies to be functional and smooth. Finally, if parity is a key term in structure, and interface a key to role definition, then *negotiation* is a key term for program process. That is, one would expect conflicts, tensions, misunderstandings, and differences would be resolved, not be administrative dictates or confrontations, but by negotiation and mutual accountability.

In an emerging culture, the social organizations, formal and informal, tend to be fluid. Those norms govern individual and group relationships to the point of determining titles and role descriptions are flexible. Roles and relationships will be defined in terms of functions and typically, one individual will play many roles. For example, the small business man in his second or third year of operation may function in the role of salesman, bookkeeper, production foreman and janitor. The new roles and required behaviors described in the case

studies will be examined in functional terms. That is, what are the necessary tasks and behaviors which must be performed in order for the project to function and survive? This analysis will also say something about the technology of the projects and the body of skills and knowledge required for productive activity. Finally, the training technologies and socialization patterns of the projects will be analyzed. The assumption is that every project has some process which regularizes the transmission of knowledge and skills to the neophytes in the group. The content of the delivery training systems will be presented, as will the most common processes mentioned to accomplish the required training and project goals.

III. Methodology and Limitations

Ten project studies prepared by project personnel in response to a common outline were read and content analyzed by theme.[4] Broad content categories were derived from the theoretical framework mentioned above. A separate content analysis was performed for each project study, and the categories were logically collapsed and aggregated. Two assumptions were made: First, all projects were commited to the goals of the National Teacher Corps Youth Advocacy Program which required collaboration and parity among cooperating individuals and agencies. Second, all projects were commited to maximizing educational opportunities for troubled youth.

A confounding element in the anlysis, an artifact of national funding patterns, was that 8 of the projects were Program '78. These are five-year projects finishing their first planning year, operating under new federal guidelines and time spans. Two of the projects were Cycle 12, 2 year endeavors winding down to project completion in June, 1979. Naturally, the "old" Cycle 12 case studies had greater detail and more well-defined roles and summative data than the 8 "new" projects in their initial year.

The major limitation in the anlysis is one inherent in examination of any written document without the opportunity to check information by interview and observation. The data summaries report only what is to be found in the written documents. Consequently, if the writer failed to mention roles at the interface of agencies, of liaison functions or other elements, these do not appear in the analysis. Perhaps these omissions will be useful to project personnel in pointing up areas requiring emphasis on future program descriptions or reports.

IV. Commonalities and Uniquenesses

A. Governance

Clearly, there are more similarities than there are differences in the projects. All of the projects spoke of interagency collaboration. Program '78 projects spoke of the composition of the Policy Board, the equity of vote holding mem-

[4]Thematic content analysis uses a frequently repeated sentence or phrase about some focal element of the subculture as the basic unit of analysis. This is the most useful form of analysis for action research and case study techniques.

bers among the representative agencies. Two of the projects defined collaboration in rather specific terms. One made the distinction between cooperation and collaboration which "demands a change in values- attitudes and behavior, and requires the acquisition of new skills . . . risk taking . . . building trust, respect, and personal regard, making a commitment to the task, . . . working together to understand and resolve problems of institutional youth, combining resources in a support system for resolving problems. Another case study specified the project's commitment to "meaninful collaboration" involving "more than numerical parity of various councils or boards . . . new levels of sharing . . . accepting the contributions of all . . . building efficacy, . . . access to power within a system, . . . a willingness to accept changed roles, relationships and responsibilities." For other projects (6) collaboration meant giving youth places and voices on adult committees and policy boards.

Half of the studies mentioned roles at the interface of the agencies in the collaborative arrangements. Typically, these were staff roles, usually the director and in one instance a community liaison person.

The descriptions provided limited information about the procedures used for decision making in policy and task groups. Three of the projects specifically mentioned consensus as the decision making procedure of the policy board and one of the Cycle 12 projects described an incident which clearly displayed negotiation as the primary governance process.

In terms of uniqueness, one project identified cultural pluralism as a starting point for collaborative governance, and three projects specifically stated that risk taking is a part of collaboration. Three studies indicated that participation is maximized in crossrole groupings, or that building efficacy, interdependence and trust are necessary elements in collaborative governance.

B. Social Organization and Emerging Role Relationships

All of the projects included a formal organization chart or description detailing the relationship between collaborating agencies, policy boards, committees, staff and clients. The role descriptions the Cycle 12 projects were understandably more specific and detailed. This is a function of the dual fact that these projects have had two years to develop the roles and have a full staffing pattern. Program '78 projects are limited in the number in the staff roles they may fund during the first year.

Nevertheless, it is interesting to note those projects describing new roles for youth. One speaks of developing "a mechanism whereby school curriculum and structure can be examined and perhaps modified in the direction of allowing new roles to be developed for youth—roles that will provide opportunities and experiences for responsibility to be developed." This project has developed a set of guiding principles for working with active roles that are "both personally gratifying and socially relevant." The principles are related to the project plans for system change.

In the separate analysis of each project, elements were coded as they referred to changes in roles for adults, agencies and youth. A cursory inspection of the

tally indicates that the prose descriptions specified many more new roles and functions for adults and agencies than for youth.

One Cycle 12 projects makes the point that no staff member performs just one role function. Each role is seen as having an administrative, curricular/instructional and facilitative and liaison function. The Program '78 descriptions add to this trio the emerging role of documentor/evaluator seems most specialized and is not expected to perform many of the other functions. Given the multiplicity of roles and functions displayed in the 10 studies, one might reach the conclusion that the project cultures may have to refine and/or drop many roles, and redefine their goals.

The most startling commonality among all projects is the expectation that the project director will perform administrative, curricular, facilitative and documentation functions. Eight of the 10 projects assume that the adminstrative assistant/program development specialist will serve in similar capacities. All but one of the Program '78 projects have specified role functions for a group process/human relations/communications specialist in a facilitative capacity. This function and role was central to the program of one of the Cycle 12 projects.

Beyond the roles and functions mentioned above, there seems to be little agreement. Half of the projects agree that some form of change agent management functions are necessary, specify a role which can be called an institutional coordinator and designate some duties for a community/adult educator. Five of the projects identify the roles of team building trainer and youth alienation reduction expert and five see documentation as a total staff function. A variety of roles and functions are mentioned by two to four projects, but with little specificity as to tasks and role relationships. Two of the projects relate role functions to project goals and objectives.

This multiplicity of roles and functions is another sign of the emerging culture of the new Youth Advocacy Projects. The lack of clarity in language used to describe the roles and relationships, the many tities for similar functions and tasks again suggests a developing system. Indeed, Youth Advocacy Projects in the Program '78 first year of planning are just that—in the process of developing institutional norms, expectations, complementary role sets and selections models for individuals to fill the roles.

C. The Training Content Elements and Delivery Systems—Socialization Practices in Youth Advocacy Projects

A wide range of training and instructional strategies were outlined in the project studies. These content categories fell roughly into the same broad clusters as the role functions, administrative, curricular and facilitative. Eight of the ten projects specified three areas as primary training activities for participants and staff. First, training in organizational development skills and understandings was given high priority. Four of the projects carefully specified the organization of the socialization component and each included communications among actors in the projects and between agencies and various levels of organizations.

Second, eight of the projects specified a staff development program for Youth Advocacy Project staff and key actors as an initial part of project services. Aspects of the staff development program included familiarity with Teacher Corps goals, knowledge of the juvenile justice system in the state and locally, profiles of juvenile offenders, diagnostic techniques, developing productive working relationships with other staff persons, etc. Third, one of the Cycle 12 and 7 of the Program '78 used the Task Force, Interagency Panel, and Subcommittee format to implement the training and instructional elements of the program.

Similarly, seven of the projects specified leadership training and integration and articulation of field based inservice and preservice programs as program delivery devices. Six planned to offer instruction in basic literacy skills, interpersonal skills and to use a cross-role training cadre or team approach to transmit identified knowledge and skills to the program participants. Half the project studies indicated projects would offer training in Life Skills, specific instructional techniques such as mastery learning, models of teaching, diagnostic prescriptive teaching, etc. and skill in structuring re-entry systems for youthful offenders. From two to four projects mentioned a variety of practices from vocational education to peer and parent counseling and tutoring.

Four projects specified unique content and delivery systems—the TORI model, caseworker planning teams and computer assisted instruction. One Cycle 12 project specified transition centers in public schools as a vehicle for reentry of youthful offenders into the public schools. One Program '78 housed in the central administrative offices of the local education agency specified the use of a series of high powered cross role and interagency panels to establish system-wide concern for, and productive programs in, school discipline.

Little mention was made of training related to the traditional high school curricular areas by Program '78, although both Cycle 12 projects specified training and tutoring in these areas.

In summary, the content elements, delivery systems and socialization practices of the programs, particularly of the new projects seem to be more detailed than are the roles required to implement the systems.

D. Processes Used to Implement Project Goals

Table 4 summarizes the process elements mentioned in the descriptions of the decision making and operation of the projects. Communication and Planning in systematic ways were mentioned by all projects. Open communication and training in communication skills were strongly endorsed as a project task by six of the projects. Complimenting the emphasis in all projects on communication is the expressed importance of face-to-face interaction among key actors in the program and participating agencies. Seven of the projects indicated that the governance committees met on a bi-weekly or monthly basis. The work of these task and policy committees was accomplished by negotiation of specific items in six of the projects while two of the projects reported situations where decisions were made by administrative fiat. All of the Program '78 and one of

the Cycle 12 projects reported that the work of the program was accomplished by task forces or subcommittees under the guidance of a staff person with a variety of skills.

Among the coping strategies used by projects to accomplish objectives, those most frequently mentioned were trust building and establishing credibility and power brokering with influential persons in cooperating agencies. Almost half of the new projects mentioned networking as a strategy while others mentioned establishing ownership of project elements as an effective way to initiate action in the project.

It is interesting to note that only the two Cycle 12 projects referred to bargaining as a useful process to accomplish project tasks. One old and one new project viewed co-optation and rewards and sanctions as functional techniques. Three projects each used information management, contractual cooperation and multicultural education as roads to goals. One Cycle 12 and two new projects specifically mentioned the process of institutionalization as a way to achieve goals. No mention was made of formative evaluation as a technique for program implementation by any of the projects.

V. Summary and Notions

Governance systems for Youth Advocacy Projects as described in the case studies are collaborative in that they exhibit or strive for parity among cooperating agencies, define roles at the interface of organizations and prefer negotiation as a process for reducing conflict. There is an underlying assumption that participation should be maximized for productive program functioning and that cross role and cross age groupings should be somehow involved in the decision making processes. There is some disagreement about the levels of decision-making open to youth, but "giving youth adult responsibilities" tends to be a common feature of most projects. The governance of teacher training and retraining programs is seen as shared by university, practitioner and community. Projects seem to be seeking an authentic meaningful commitment to the interagency, multiple role nature of the contractual as well as the moral collaboration required for youth advocacy projects.

Roles and functions are more specifically described in Cycle 12 case studies than in Program '78 studies. The need for Youth Advocacy staff members to serve in a variety of roles limits the room for specialization with the possible exception of the documentor/evaluator role. Staff members are seen as multi-talented, skilled, knowledgeable persons capable of functioning as administrators, facilitators and curriculum trainers.

The training program content, delivery systems and socialization practices described in the case studies tend to be more detailed and complete than the role functions related to the training component. This may be an artifact of the planning processes engaged in by the Program '78 projects. The planning task forces specified tasks, but may not have assigned role responsibilities at the time of the writing of the case study. Generally, socialization practices and training elements are seen as implemented by individuals with skills in resource

management, group process, instructional strategies, communication and documentation. All of the programs perceive training in communication and interpersonal relationships as crucial for staff persons and key project participants. To a great degree, the implied value in the whole socialization process is commitment to meaningful collaboration, maximum participation and youth advocacy and involvement.

The major processes used to accomplish project tasks were described as communication, planning, face-to-face interaction, parity based policy board, and task forces. The predominant coping strategies identified in the case studies were trust building and establishing project and staff credibility, negotiation of specific project needs, and power brokering. It is interesting to note that the least frequently used strategies were administrative fiat, bargaining (used only by the two Cycle 12 projects), cooptation of influential persons and establishing incentives and sanctions.

In summary, the ten Teacher Corps Youth Advocacy projects described in the studies featured more commonalities than differences, more similar governance structures than unique ones, more shared training and socialization practices than individual designs, more like than unlike roles, few new well developed role sets, and more similar processes and strategies than different ones.

The analysis of the project studies suggests some notions and directions for program development for the new five year projects. It would seem useful in light of the longitudinal study of governance practices currently under consideration to attend to the following issues.

1. *Criteria for Collaboration*—The case studies revealed a lack of operational and behavorial definitions for the term collaboration with the exception of these programs which explicitly stated their criteria. It would seem useful to establish a cross-project set of definitions based on the data from this analysis and the survey responses, to avoid confusion in language. Then periodic sampling of the status of collaboration in each project can be made through a variety of research techniques.
2. *Functional Roles in the Literature*—It might be useful for the researchers involved in the longitudinal study to review the literature in similar projects, e.g., the urban/rural,[1] the other Teacher Corps programs, the Ford Training and Placement Program, etc. to cull out functional role descriptions and related selection models which were by "successful" projects. For example, what kind a person best fits a liaison role in terms of training, background, skills, etc? These hypothetical role models could be shared with projects for analytical and comparative purposes.
3. *Timing and Sequencing of Program Activities*—The governance, role development and training aspects of any experimental program require

[1]B. Joyce, et. al. *Involvement: A Study of Shared Governance of Teacher Education* (National Dissemination Center: Syracuse, N.Y., 1978).

careful timing and sequencing. One of the major findings of the urban/rural evaluation suggests that the earlier parity is established, the more likely it will continue in the life of the project and the more functional to project outcomes will it be.

4. *Institutionalization of Training and Delivery Systems*—There is a healthy variety in the project studies, it allows the need of local unique social systems to be met. But the bottom line question must be, will it be enculturated or at least selectively adopted by the ongoing culture of the permanent systems to which the Youth Advocacy temporary system is attached? How much assimilation is functional? How much adaptation is permissible? Who makes the decisions about what is transferred? By what means?
5. *Program Processes and Coping Strategies*—All processes and strategies are good, if they work. Is there a repertoire of situation-related skills which can be used to enhance the governance of the project? If so, how is the information and skill acquired?

Most of the projects have surely addressed these questions in staff meetings, committee groups and individual discussions. The project studies imply consideration of some of these issues. Explicit consideration and documentation of outcomes should make a fascinating and informative longitudinal study of governance, training, role emergence and program processes. Hopefully, this analysis can make some contribution to establishing baseline data.

CHAPTER FIFTEEN

A PROCESS OF SELF-STUDY OF NEW ROLES IN GOVERNANCE

by Jacqueline Lougheed and Linda Lentz*

. . . Assisting participants in new roles of governance . . .

Design

The data which forms the basis for this report was partly collected by the participants in the Task Forces of the Oakland/Farmington Teacher Corps Project. (See Chapter nine for a description of Task Forces.) Participant involvement in data collection and data review was used as the major intervention strategy in team building. Each participant recorded his own verbal interaction on a two dimensional scale and rated group climate, group interaction, and task-accomplishment. By doing this, participants became aware of behavior of self and others and what was happening in the group. Data was gathered at the end of each meeting, analyzed and then shared with the participants at the beginning of the next meeting. *The objective of this self study process was to help participants become aware of group life in such a way that verbal interaction patterns within the group would change over time. This would result in air time being shared more equitably by all role groups. In turn, this would demonstrate that the team building effort had worked and that the more traditional dominance roles by professionals could be altered so that functional parity was demonstrated and shared by students, parents and professionals. This change in traditional roles would in turn create new roles for adults and youth.*

The instruments selected for the study are theory based and follow a team building model. Thus, the content of the study and the content of the training are congruent.

RATIONALE OF THE STUDY

As Youth Advocacy Teacher Corps programs, we are committed to helping schools, universities, communities, and juvenile agencies accommodate that ever increasing number of students who are "pushed out," "turned off," "burned out," "delinquent," and "predelinquent." Our method is to design programs of prevention, intervention, and reintegration. To create these programs we need to see the world of Troubled Youth as they see it, and eliminate the "negative reinforcers" in our institutions that keep Troubled Youth alienated and without power and efficacy. Our commitment is based on more than awareness and concern for what is happening. It is based on the value we place on these youth and the belief we share that the negative and debilitating forces in their lives can and must be reversed.

*Jacqueline Lougheed is Director of the Oakland/Farmington Program '78. Linda Lentz is the Project's Documentor/Evaluator.

To accomplish our purpose necessitates the creation of new roles for adults and youth in decision-making groups that provide opportunities for meaningful participation. We need to reduce or eliminate unilateral efforts by individual institutions and develop new patterns of collaboration in which students, and adults from schools, institutions, youth serving agencies, community, and university work together as partners. This partnership arrangement must go beyond simple numerical parity and strive for functional parity, in which all members' contributions are encouraged and accepted. The climate of the group must be open, exhibiting trust and interdependency in reciprocal interactions, and provide opportunity for personal and collective realization of goals as well as personal needs and satisfaction.

This type of reciprocity and functional parity does not happen automatically. It does not come about by commitment alone, or simply by bringing various groups together to talk and plan for change. It takes time, understanding and skill. It takes a plan for team building that is theoretically sound and carefully implemented, and it takes patience and understanding.

This paper shares the efforts of our project to create new roles in governance. From the beginning, we were committed to the concept of governance by collaboration, with reciprocity and functional parity. We knew it was a difficult task requiring a definite plan to facilitate its accomplishment. In addition, we developed an evaluation self-study process to gather data and input on behavior. The plan consisted of investigating, (1) group members' perceptions of selves and others, and task accomplishment; (2) attendance patterns and verbal interactions in meetings; and (3) members' perceptions of group climate.

Our first task was the selection of task force members. Interviews were our chief source of data and we were the interviewers. We had to sample prospective members from each role group, and, while we obtained a representative sample based on data gathered prior to the interviews, the results we obtained may be artifacts of our specific situation, the particular individuals involved, and the time frame under which we operated. However, given these limitations, our analysis produced a number of findings which may assist others as they try to develop new roles in collaborative governance.

METHOD

Our investigation focused on the participation and perceptions of members of the four site-specific Task Forces in our project—the governance units charged with developing programs for staff and students. The composition of each Task Force included two students, two community representatives, two teachers, two university staff, and one school district administrator.

Task Force membership was brought about in several ways. The administration of each site was asked to identify, with the aid of the counseling staff, students for possible participation on the Task Forces. These youth were then interviewed individually, using the sensing interview technique. Questions in the interview centered around perceptions of the school, students, staff, and

community. Using the answers given in the interview and comparing this with climate data, interview data from a random sample of students gathered the previous year, we selected representatives of Troubled Youth (a student whose behavior and academic accomplishments were not sufficient proof for success) and School-Successful Youth (a student whose behavior and academic accomplishments bring school success) to serve on all four Task Forces.

The two community representatives on each Task Force were the Community Council representatives elected for the sites. All eight community representatives and the volunteer teacher representatives were interviewed to ascertain entry values and attitudes.

The four Task Forces were site-specific. Two were focused on Farmington schools, Power Junior High School and Farmington High School. The other two Task Forces were operational at agencies, Boys Republic (a residential treatment center for delinquent, emotionally impaired, primarily court appointed youth) and St. Vincent and Sarah Fisher Home (a residential center for abused, neglected, predelinquent, court or social agency appointed children and youth).

The Dynamics of the Meetings: Interaction

Verbal participation of team members was recorded by an observer using Bales' (1950) interaction process analysis which provides indicators of the integrativeness and task orientation of human groups. The frequency and direction of each type of interaction were tabulated. An anlysis of the interaction process data after four meetings led to the conclusion that Task Force members' verbal interactions were primarily information seeking and information seeking and information giving. Because we wished to impact behavior we asked team members to tabulate their own interactions in these two areas thus increasing their awareness of their verbal interactions and others' patterns of verbal behavior.

The Dynamics of the Meetings: Perceptions

Another dimension was participant perceptions of the work group. This was studied through the use of two instruments: TIP and TORI. The TIP instrument assessed team members' perceptions of task accomplishment, and interpersonal and personal relations within the group at the close of each meeting. Each dimension is rated by the participants on a five-point scale. For example, task accomplishment, is explored by rating meetings as "very productive, usually productive, sometimes productive, rarely productive, or unproductive.' Interpersonal and personal relations were tapped by rating one's own behavior and others' behavior as "very helpful, somewhat helpful, neutral, seldom helpful, or did not help."

The TORI instrument, as developed by Gibb (1972), is a 96-item rating scale. The instrument's design is such that it gives equal weight to each item within eight subscales. This was considered a cumbersome instrument to use on a regular basis. We, therefore, redeisgned the instrument into four forms of eight questions each, one for each dimension. The Task Force members

responded three times to each form during the series of meetings being reported.

The eight dimensions of the TORI instrument are: trust of self, openness of self, self-realization, interdependence of self, trust within the group, openness within the group, realization within the group, and interdependence of group members. The definitions are in operational terms:

> Trust of Self—"As a member of this group, I trust myself, have a well-formed sense of being and uniqueness, and feel good about myself as a person."
>
> Openness of Self—"As a member I feel free to be myself in this group, show who I am, and express my feelings and attitudes with little pretense or cover-up."
>
> Realization of Self—"As a member I feel free to take risks, assert myself, do anything I really want to do, and follow my instrinsic motivations. I have a sense of self-realization."
>
> Interdependence of Self—"As a member I feel free, have a strong sense of belonging to the group, and enjoy working with, helping, or meeting with the other group members."
>
> Trust of Group—"I see the group as open and spontaneous and the members as willing to show themselves to each other."
>
> Openness of Group—"I see the group as open and spontaneous and the members as willing to show themselves to each other."
>
> Realization of Group—"I see the group as allowing freedom for being and as creating a good environment for the directing of energies toward emergent and intrinsic goals."
>
> Interdependence of Group—"I see the group as a smoothly functioning unit, well integrated on several levels, and working effectively and cooperatively."

TORI theory (Gibb, 1972) was used as the basis for the team building effort. It was hypothesized that the Task Forces would operate as a functional group if the four variables (trust, openness, realization, and interdependence) were developed within the team. Attention was focused on the processes occurring within the groups. For example, involvement was established as the norm for Task Force meetings and was encouraged by the use of consensual decision making and an acceptance of contributions made by individual members.

Team members were encouraged to be aware of other group members' behavior and their own behavior toward and with others. Both verbal and written feedback were used. During meetings verbal interactions with other team members and the group were tallied. At the end of each meeting, Task Force members responded to the TIP and TORI instruments. Following this,

team members openly evaluated the meeting relative to task accomplishment and personal relationships.

Prior to the next Task Force meeting, the interaction data was used to draw a sociogram depicting the interaction within the group. Data obtained from the TIP and TORI instruments were transferred to graphs which visually depicted the upward/downward movement in the twelve dimensions (TIP and TORI items). Each variable was plotted for each individual. A summary graph was drawn for each Task Force showing the group range for the meeting and group mean. These graphs provided an ongoing picture of the development of the Task Forces along the twelve dimensions.

In addition, the sociograms and summary graphs of the TIP and TORI were discussed with the Task Forces. It was felt that if the members were aware of the team's progress in these areas, the awareness itself would foster trust, openness, realization, and interdependence. In turn, this would promote growth toward Meaningful Collaboration and the emergence of more functional roles.

RESULTS*

Twelve to thirteen meetings were held by each Task Force. Initially, bimonthly two-hour meetings were scheduled. As it became apparent that more time was required the meetings were sometimes extended to full mornings or days.

Attendance. Table 1 shows the attendance at these meetings by role group. Attendance levels were calculated by dividing the number of meetings attended by each role group by the total possible number of meetings.

TABLE 1
ATTENDANCE LEVEL AT TASK FORCE MEETINGS
BY ROLE GROUPS

	%	Meetings Attended*
School-Successful Youth	84	10.08
Troubled Youth	67	8.04
Community	74	8.88
IHE Staff	88	10.56
Teachers	95	11.40
Administration	90	10.80

*Calculated with base of 12.

*Much of the analysis in this section was done by "role group." Role group refers to the institutional position or functional task associated with an individual. Teachers, for example, constitute one role group, Higher Education Faculty another, Community Members, yet a third, Project Directors a fourth.

Meetings were held during the school day and released time was provided for both students and teachers, accounting for their high attendance level. Absences of School-Successful Youth were due to educational demands or illness. This contrasts with Troubled Youth who missed meetings due to school suspensions, forgetfulness or lack of desire to attend. *While Troubled Youth have the poorest attendance, they attended two of every three meetings.* Community members attended approximately three out of four meetings indicating commitment to the project.

An analysis of attendance for the first three meetings and the last three meeting was carried out. No changes in attendance patterns were found for any of the Task Forces. *This indicates that over time attendance and commitment were maintained.*

Interaction. A frequency count gave the number of verbal interactions attributed to each role group. The number of verbal interactions for each role group was divided by the total number of interactions to obtain the percent of interactions attributable to each role group. The analysis focused on questions and attempted answers. Percentages of each type of interaction were calculated for each role group by dividing the number of questions or attempted answers by the total number of verbal interactions. Finally the mean number of questions for each meeting was obtained by dividing the number of questions asked by each role group by the number of meetings attended by the role group members.

Table 2 shows that students participated somewhat less in the Task Force meetings than did the adult role groups. Time, however, brought change. Initially a number of the students were ill at ease among the adults on the Task Force and during the first few meetings they responded only hesitantly to questions and intiated interactions rarely. Gradually they began to particpate more forcefully. They entered meetings and greeted the adults with apparently increased self-assurance. As the Task Forces turned to the business of planning

TABLE 2
PERCENT OF TOTAL VERBAL INTERACTIONS ATTRIBUTED TO EACH ROLE GROUP.

	Total Interactions	Percent of Total Interactions
School-Successful Youth	151	6.8
Troubled Youth	154	6.9
Community	471	21.3
IHE Staff	497	22.4
Teachers	625	28.2
Administration	318	14.4
Total Group	2,216	100.0

programs that directly affected the students they became more active participants and provided information they thought might help the planning group. *Although the Troubled Youth had a higher absentee rate than the School-Successful Youth, the proportion of verbal communications which they contributed was approximately the same.*

Community representatives had attendance patterns and participation levels comparable to the professional role groups. As with the students, they contribbuted less at first but increased their participation as time went on. Their rate of increase was more rapid than that of the students.

Only one administrator attended each Task Force on a regular basis and it is one person's participation, not two, that is reflected in Table 2.

Total interactions for each role group were divided into the two dimensions of questions and attempted answers not shown in Table 3.

TABLE 3
FREQUENCY OF QUESTIONING AND ANSWERING BY ROLE GROUP

	Questions		Attempted Answers		Total Interactions
	N	%*	N	%*	
School-Successful Youth	30	20	121	80	151
Troubled Youth	31	20	123	80	154
Community	141	31	327	69	468
IHE Staff	163	33	334	67	497
Teachers	184	29	441	71	625
Administration	99	31	219	69	318
Total Group	648	29	1,565	71	2,216

*Of total communications

All adult groups had about the same distribution of questioning and answering behavior. Students questioned less and attempted to respond to adult questions more.

When attendance is taken into consideration, as it is in Table 4, we can see that both groups of students made fewer communications than adult Task Force members. Troubled Youth tend to be slightly more verbal than School-Successful Youth. *There was little difference among the levels of verbal contributions made by community, teachers, and administrators.*

There are significant differences in the interaction patterns of role groups when analyzed over the year. *During early meetings there was a tendency for school, university, and administrative groups to dominate at meetings. As meetings progressed leveling occurred. Those who dominated early meetings*

became more conscious of others and gave others more air time. The interaction patterns for spring meetings show there is no domination of air time by any role group. Students and community interact more and other adult role groups have lessened the percentage of their talking.

Perceptions. The perceptions of all six role groups on the team were compared using Freidman's non-parametric two-way analysis of variance by ranks. Two similar analyses were carried out comparing School-Successful Youth and Troubled Youth, and comparing teachers and parents.

No significant differences were found between role groups on the four variables of the TIP Instrument (Table 5). All Task Force members rated themselves as "feeling good" about the meetings. Also—all generally perceived their helpfulness to the group to be at a slightly lower level than their perceptions of others' helpfulness. Task accomplishment was uniformly rated at a high level.

Friedman's two-way analysis of variance by rank was also used to compare the perceptions of the role groups on the eight TORI variables (Table 5). With the exception of two dimensions, the role groups perceived the climate and working relationships similarly and positively. The difference in "Trust of Self" was significant at the .05 level.

The IHE representatives rated the "Interdependence of Group" lower than did the other role groups (whose ratings were similar). All in all, the role groups' perceptions of the climate of the group were similar rather than different. No role group felt left out, alienated or without efficacy in the groups. We compared the two youth groups on the TIP and TORI variables. The only difference between School-Successful Youth and Troubled Youth was on "Trust of Self" (In this group, I feel good about myself, trust myself as a person). There may be several reasons for this. School-Successful Youth have traditionally been closer to the decision-making process and may have felt more comfortable in their new role than did the Troubled Youth for whom the role was entirely new. If this is true, continued work is needed to build their trust in themselves and their decision-making ability.

On the TIP and TORI dimensions there were no significant differences between teachers and community persons except on "Trust of Self." (The community ratings were lower.) Possibly more support should be given to community members to help them feel more sure of themselves in meetings. A pre-post test analysis of the TIP and TORI data showed no changes in team members perceptions of the work groups. Consistently high ratings were given on all twelve dimensions indicating that the team building emphasized during early meetings kept the Task Forces moving forward as a unit when task accomplishment predominated in later meetings.

Data on attendance, interactions, and perceptions were analyzed to determine whether there are differences between school and agency Task Forces. It is significant that there are no difference between them.

TABLE 4
MEANS OF ROLE GROUPS FOR QUESTIONS AND ATTEMPTED ANSWERS BY MEETING AND ROLE GROUP

	Questions		Attempted Answers		Total Interactions	
	Mean for each Meeting	Mean for each Role Group	Mean for each Meeting	Mean for each Role Group	Mean for each Meeting	Mean for each Role Group
School-Successful Youth	1.88	1.30	7.56	5.26	9.44	6.57
Troubled Youth	2.21	1.41	8.79	5.59	11.00	7.00
Community	6.55	4.11	14.86	9.34	21.41	13.46
IHE Staff	6.52	3.49	13.36	7.11	19.88	10.57
Teachers	7.36	4.00	17.64	9.59	25.00	13.59
Administration	4.50	4.50	9.95	9.95	14.45	14.45
Total Group	26.04	3.34	62.60	8.03	88.64	11.36

TABLE 5
COMPARISONS OF TEAM PERCEPTIONS AMONG SCHOOL-SUCCESSFUL YOUTH, TROUBLED YOUTH, COMMUNITY, IHE, LEA, AND ADMINISTRATION USING FRIEDMAN'S TWO-WAY ANALYSIS OF VARIANCE BY RANKS

	X_r^2
TIP	
I Felt	8.0
My Helpfulness	11.0
Others' Helpfulness	5.14
Task Accomplishment	10.21
TORI	
Trust - Self	12.14*
Openness - Self	5.43
Realization - Self	6.11
Interdependence - Self	7.21
Trust - Group	4.9
Openness - Group	9.43
Realization - Group	9.8
Interdependence - Group	15.86**

* $p < .05$
** $p < .01$

CONCLUSIONS

Team building is an effective intervention strategy to maintain a task groups' level of particpation. This is evidenced in the attendance, participation and group perception data reported in this study. Attendance at Task Force meetings remained at a high level throughout the year. Perceptions of the groups were high initially and while mild fluctuations occurred throughout the year there were no significant changes in perception of Task Force. *The maintenance of attendance and perception levels is important and indicates that all role groups appeared to feel ownership and bought into the process. An even more significant indicator of this is the changes that took place in the sharing of air time at meetings.* Professional educators relinquished some of their traditional turf. They gave up their initial domination of the meetings as they perceived the need for others to enter into the decision-making process that impacts on students. *New roles were permitted to emerge.* Community members were able to move into their new roles in governance quickly and participated at approximately the same levels as the professionals. This is perhaps the best indicator that our team building process worked and that collaboration was taking place.

We were also interested in the students and whether there were any differences between the School-Successful and Troubled Youth. The differences

were few and minor. We especially hoped the Troubled Youth would feel ownership and buy into the process. Evidently they did. Their attendance, though *slightly* lower than School-Successful Youth, was high and their level of verbal participation was equal to the School-Successful Youth. *Given the opportunity to participate, Troubled Youth will participate and contribute, and will feel ownership. Governance is a very new role for these students and our study indicates that they will respond positively when given the opportunity.*

We were also interested to see if they were any significant differences between school and agency Task Forces in terms of attendance, particiation, and perceptions held. The data showed no significant differences between the two types of Task Forces.

All role groups on all four Task Forces rated their level of task accomplishment very positively although each group moved at a different rate and different strategies to accomplish tasks.

Our conviction that functional parity between parents, students, and professionals can be attained in governance is supported by our data. A vigorous parity process, however, is not easy to attain. We need to continue to invest in process and to help the participants in the new governance systems learn to analyze their group interactions so that they can consciously alter their behavior and allow parity to take place.

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